ROYAL COMMISSION ON LABOUR

ACTION TAKEN BY THE GOVT. OF INDIA ON THE RECOMMENDATION 1934 .



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PART I.

Action taken by the Government of India on the recommendations made by the Royal Commission on Labour involving central legislation.

(31st October 1934.)

N.B.—The page numbers at the end of each recommendation indicate the page of the report of the Commission on which that recommendation is made.



Recommendations.	Action taken on recommendations disposed of.
CHAPTER IV.—Hours in Factories.	
12. The weekly limit of hours for perennial factories should be reduced to 54 and the daily limit to 10 (pages 44-5).	Implemented. (Sections 34 and 36 of the Factories Act, 1934.)
13. Factories working on continuous processes or supplying daily necessities may be allowed a 56-hour week, subject to an average week of 54 hours for the operative and to conformity with the provisions in respect of holidays (page 45).	Implemented in part. In the proviso to section 34 of the Factories Act, 1934 factories working on continuous processes are allowed a week of 56 hours without the limitation of an average week of 54 hours. No similar concession has been provided for factories supplying daily necessities.
14. The statutory intervals should ordinarily amount to not less than an hour in the aggregate. Employers should be at liberty to distribute this hour in such periods as they think best after consultation with the operatives and subject to the sanction of the Chief Inspector of Factories (pages 46-7).	Implemented. (Section 37 of the Factories Act, 1934.) The employers, however, are not permitted to split up the intervals into periods of less than half an hour as there appeared to be little demand for such a refinement and it would have added appreciably to difficulties of administration.
15. Spreadover—	
(*a*) for individual adults: should not exceed 13 hours;	Implemented. [Sections 38, 45 (1), 54 (2) and 54 (3) of the Factories Act, 1934.]
(*b*) for men: this need not be limited to the calendar day and may be subject to exemptions in the interests of the workers and acceptable to them;	
(*c*) for women: no exemptions should be permissible and the rest period should include the hours between 10 P.M. and 5 A.M.; and	(The rest period must include the hours between 7 p.m and 6 a.m.)
(*d*) for children: should not exceed 7½ hours and the rest period should include the hours from 7 P.M. to 5-30 A.M. (pages 47-8).	Ditto.
16. Local Governments should have the power to control overlapping shifts (page 51).	Implemented. (Section 49 of the Factories Act, 1934.)
18. The maximum daily hours for children should be limited to 5 (page 52).	Implemented. [Section 54(1) of the Factories Act, 1934.]
20. (*a*) Persons between the ages of 15 and 16 years should not be employed as adults without a medical certificate of physical fitness (page 53).	(*a*) Implemented. [Sections 2(*a*), 51, 52(2) (*b*), 53 and 59(*b*) of the Factories Act, 1934] in respect of persons between 15 and 17 instead of persons between 15 and 16 as recommended by the Commission.
(*b*) Their employment should be prohibited when women cannot be employed (page 54).	(*b*) Implemented in respect of empyment on hazardous occupations. [Section 33(4) of the Factories Act, 1934], and in respect of all work if the adolescent is not certified as fit for adult employment.
21. The minimum rate for overtime should be 1¼ times the normal rate where work exceeds 54 hours a week, and 1½ times the normal rate for work in excess of 60 hours a week (page 55).	Implemented. (Section 47 of the Factories Act, 1934.)

Action taken on recommendations not disposed of.



Recommendations.	Action taken on recommendations disposed of.
CHAPTER IV.—Hours in Factories—concld.	
22. Exemptions— (*a*) should be based on more uniform standards throughout India ; (*b*) should be for specified periods with a maximum of three years ; (*c*) should be reduced to the smallest dimensions possible ; and (*d*) should carry with them, wherever possible, some benefit, not merely monetary, to balance the deprivation involved (page 55).	(*a*), (*c*) and (*d*). These parts relate to administration. (*b*) Implemented. [Sections 43(5), 44(4) and 45(3) of the Factories Act, 1934.]
23. Where weekly rest days cannot be given, two rest days should be required at the end of the fortnight or failing this either a continuous period of rest of 24 hours once a week or of 48 hours once a fortnight (page 55).	Rejected. It is the fairly general practice of local Governments in granting exemption from the provision for the weekly rest-day, to impose this condition. It is not suitable for embodiment in the substantive law.
24. A week of 60 hours should be a limit to be exceeded only in most exceptional circumstances (page 55).	Exemption from the 60 hours' week can be secured only when certain specified conditions are satisfied. [Sections 43 and 44(2) of the Factories Act, 1934.]
CHAPTER V.—Working Conditions in Factories.	
27. (*b*) Where a Chief Inspector is of opinion that (1) the cooling power in a factory is so deficient as to cause serious discomfort or danger to the health of the operatives, and (2) it can be appreciably increased by methods which do not involve unreasonable expense, he should be empowered to serve on the owner an order requiring the adoption of specified measures within a given time. An appeal to lie to a tribunal of three appointed by the local Government (page 58).	Implemented. The appeal provided is to the local Government or to such authority as the local Government may appoint. [Sections 16 and 31 of the Factories Act, 1934.]
28. (*b*) Attention should be given to the question whether the provisions of the Factories Act permit of the framing of all the rules that are desirable. In particular Section 9 should protect the worker from serious discomfort (page 59).	Implemented. [Sections 15(1), 16, 32 and 33 of the Factories Act, 1934.]
30. The rule-making power under the Factories Act should be extended to cover the working of means of transport within factories (page 62).	Implemented. [Section 32(*c*) of the Factories Act, 1934.]
31. (*a*) A certificate of stability should be required before work is begun in larger factories, with power to local Governments to demand such certificates from smaller factories (page 62).	Implemented. [Sections 25 and 33(3) of the Factories Act, 1934.]

Action taken on recommendations not disposed of.



Recommendations.	Action taken on recommendations disposed of.
CHAPTER V.—Working Conditions in Factories—concld.	
(*b*) A similar procedure should be followed where important structural alterations are made (page 62). (*c*) Inspectors should be empowered to secure structural tests and to obtain plans and information for the measurement of the safety of buildings (page 62). 33. Local Governments should be empowered under the Factories Act to issue Welfare Orders to classes or groups of factories; disputes as to reasonableness to be laid before a Referee (page 64).	Rejected. In addressing local Governments the Government of India suggested that such a wide extension of rule-making powers as is proposed was undesirable and that it would be more in consonance with the principles underlying the Factories Act that fresh requirements of this kind should have the approval of the Legislature. This view was generally accepted and the Factories Act, 1934 therefore includes no general rule-making power relating to "Welfare". But as indicated against items 34, 35 and 36, local Governments have been empowered to make provision for carrying out the specific recommendations of the Commission in respect of "Welfare".
34. First aid boxes should be provided in all factories using power and in departments of factories employing over 250 persons (page 64).	Implemented. [Section 32(*b*) of the Factories Act, 1934.]
35. The provision of water and places for washing should be obligatory for workers in dirty processes (page 65).	Implemented. [Section 19(3) of the Factories Act, 1934.]
36. Creches should be provided for children up to the age of 6 years where considerable numbers of women are employed. This requirement should be statutory for places employing 250 women or more. The Factories Act could embody this with discretionary power to Governments in regard to factories with fewer women. The organisation of factory creches should be the duty of the woman inspector (page 66).	Section 33(2) of the Factories Act, 1934 gives local Governments power to insist on the provision of creches in factories where 50 or more women are employed.
51. The law should be amended— (*i*) to make it possible to adduce evidence of previous convictions under the Act, after conviction and before sentence; (*ii*) to provide for minimum fines for second and subsequent offences (page 74).	Implemented. Section 61 of the Factories Act, 1934 embodies this recommendation so far as offences relating to hours of work and the employment of adolescents and children are concerned.
CHAPTER VI.—Seasonal Factories.	
55. The law should establish standards for seasonal factories not necessarily identical with those for perennial factories but enforced with equal vigour (page 79).	Implemented. The Factories Act, 1934 maintains the previous limits of 60-hour week and 11-hour day for seasonal factories and reduces them to 54-hour week and 10-hour day for perennial factories, *vide* sections 34 and 36.

Action taken on recommendations not disposed of.

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Recommendations.	Action taken on recommendations disposed of.
CHAPTER VI,—Seasonal Factories—contd.	
54. The law should be framed with regard to the requirements of seasonal factories and exemptions to meet press of work limited to exceptional cases (page 80).	Implemented. See remarks against item 53 and sections 43 and 44(2); (3) and (4) of the Factories Act, 1934.
55. The present limits of maximum hours, 11 per day and 60 per week, may remain for seasonal factories but the exigencies of seasonal industries do not justify any extension of those hours for the individual (page 81).	Implemented. See remarks against item 53. The Factories Act, 1934 reduces the daily limit of hours for women in seasonal factories to 10, *vide* section 36.
56. The power of exemption should be strictly limited— (*a*) Restriction of hours need not extend to persons employed in positions of supervision or management or in confidential capacities. (*b*) Limited exemptions may be given to those employed on preparatory or complementary work. (*c*) Exemptions in certain classes may be given in regard to intervals, but not the weekly holiday (page 82).	See Sections 43(1) and (2) of the Factories Act, 1934.
57. The Act should include specified classes of factories within the definition of 'seasonal', local Governments having the power to add or subtract from 'seasonal' list subject to their being satisfied that the factory is or is not, as the case may be, normally, open on more than half the days in the year (page 82).	Implemented. (Section 4 of the Factories Act, 1934).
58. The 'seasonal' list should include in all provinces cotton-ginning factories, lac factories, indigo factories, coffee factories, rubber factories, jute presses and, in North India, tea factories. Other groups may be included with reference to particular provinces (pages 82—3).	Implemented. The list in section 4 of the Factories Act, 1934 follows this recommendation with minor modifications.
59. Where overworking of women is prevalent, local Governments should have power to prohibit in any particular group or class of factory the employment of women outside such hours, not less than 11 in the aggregate, as they may specify (page 83).	Implemented. The second proviso to section 45(1) of the Factories Act, 1934 embodies this recommendation with the substitution of 10 hours for 11.
62. Owners of existing tea factories should be required to instal efficient dust-extracting machinery within a specified period and new factories should not be allowed to be built without it (page 85).	Section 14(3) of the Factories Act, 1934 enables Inspectors to require the provision of dust-extracting machinery for any factory and section 14(4) empowers local Governments to make rules for the same purpose applicable to any class of factories.

Action taken on recommendations not disposed of.

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Recommendations.	Action taken on recommendations disposed of.
CHAPTER VI.—Seasonal Factories—concld.	
63. In new rice mills steps should be taken to compel the installation of necessary protective machinery against the dissemination of dust, and freer use should be made of the power of inspectors to demand its installation in existing mills (page 85).	See remarks against item 62, and against this item in Part IV.
64. Where women are employed in any process creating an impure atmosphere, the owner should be required to set up some temporary shelter in the compound for their infants (page 85).	See remarks against item 36.
66. Local Governments should have power, for any or all classes of factories, to prescribe standards of height for children, employment of those under standard being made illegal (page 87).	Implemented. [Sections 52(2) (*a*) and 59 (*b*) of the Factories Act, 1934]. As height is not by itself a suitable criterion, provision has been made in the Act for the prescription of " Physical Standards ".
67. Inspectors should have power in all factories under the Factories Act to exclude any uncertified person whom they believe to be under 15 years pending examination and certification (page 87).	Implemented. (Section 58 of the Factories Act, 1934).
CHAPTER VII.—Unregulated Factories.	
A.—SMALL FACTORIES USING POWER.	
69. In the case of factories using power and employing less than 20 but not less than 10 persons, only the following sections of the Factories Act should apply automatically :— Section 5, Chapter III (excluding sections 12 and 15), section 37 and the appropriate parts of Chapter VIII with section 50. Local Governments should retain the power of applying the whole Act by notification, and should be given power to apply selected sections to any such factory (page 93).	
70. Local Governments should be given power to apply the sections specified above to similar places employing less than 10 persons where conditions are dangerous (page 93).	
71. The " number employed " for this purpose should be the aggregate number employed for any part of the 24 hours (page 93).	See sections 2 (*j*) and 5 of the Factories Act, 1934.

Action taken on recommendations not disposed of.



In their letter No. L.-3012, dated the 10th June 1932 to local Governments the Government of India observed, "Their" (*i.e.*, the Commission's) "recommendations fall into two groups, according as they involve the alteration of the law applicable to factories already subject to regulation and the extension of regulation to factories which are at present unregulated. The latter group of proposals raises questions of difficulty, especially at a time when financial considerations make it impossible to contemplate any substantial increase in the strength of the inspecting staff. For this and other reasons the Government of India propose to discuss the two groups of recommendations separately. The present reference is designed to elicit opinions only on the first group of recommendations, *viz.*, those relating to such alterations in the law as do not involve any addition to the number of factories and workshops which will be subject to it. On the second group of proposals a separate reference will be made later".

No action has yet been taken on the recommendations in this chapter other than items 71 and 76.

See remarks against item 69.

Recommendations.	Action taken on recommendations disposed of.
CHAPTER VII.—Unregulated Factories—contd.	
B.—FACTORIES NOT USING POWER.	
72. A separate Act, brief and simple, should be passed to apply to factories, without power machinery, employing 50 or more persons during any part of the year (page 100).	
73. The starting age for children under this Act should be 10 years in the first instance, and protection in the matter of hours should be confined to children between 10 and 14 years (page 101).	
74. Hours of children should fall within limits to be specified by local Governments, but in no case should the working hours exceed seven, nor should they fall outside a period of nine hours, with a rest interval of at least one hour. The overriding maxima should be embodied in the Act (page 101).	
75. No child who has been employed full time in a factory should be allowed to work overtime or to take work home after factory hours (page 102).	
76. The expediency of penalising the giving of advances to secure the labour of children and the execution of bonds pledging such labour should be examined by Government. In any case a bond pledging the labour of a person under 15 years executed for or on account of any consideration should be void. The above recommendation is general and not confined to factories mentioned in this chapter (page 102).	Implemented by the Children (Pledging of Labour) Act, II of 1933.
77. Every factory of this class should be entirely closed on one day of the week to be specified beforehand by the local Government. Subject to particular exemptions the closing day should be the same for all factories in the same district (pages 102—3).	
78. The Act should require the observance of suitable standards in regard to buildings, latrines, ventilation, lighting and drainage, and might empower local Governments to apply welfare orders of a simple nature (page 103).	

Action taken on recommendations not disposed of.

See remarks against item 69.

See remarks against item 69.

See remarks against item 69.

See remarks against item 69.



See remarks against item 69.

See remarks against item 69.

Recommendations.	Action taken on recommendations disposed of.
CHAPTER VII.—Unregulated Factories—concld.	
79. Local Government should have power to extend any of the provisions of this Act to factories employing less than 50 persons: this should be done forthwith in the case of offensive trades: the power should also be exercised in the case of industries, classes of establishments and individual establishments employing an appreciable number of young children or where larger places have been broken up to escape regulation (page 103).	
80. A time-limit of five years should be put on the Act at the expiry of which Government should be prepared to make a further advance (page 104).	
81. Both classes of establishments dealt with in this chapter should be required to register themselves with the Factory Inspection Department (page 104).	
82. Inspection, which need not be heavy, could be largely carried out by part-time inspectors, *e.g.*, municipal health officers, sub-divisional magistrates and others, co-ordinated by the Chief Inspector in consultation with the medical authorities. Where whole-time officers are needed, a new grade of assistant inspector might be utilised (pages 104—5).	
CHAPTER VIII.—Mines.	
87. In the oilfields statutory regulation of rest days, hours, health and safety should be undertaken. Government should consider whether this can be achieved by the application of appropriate sections of the Mines Act or by separate legislation (page 112).	
94. Managements should arrange for wages not to be paid on a rest day: failing such arrangement Government should prohibit the practice (page 121).	The recommendation was brought to the notice of managements of mines through the local Governments concerned and from enquiries made it appears that the practice of paying wages on the rest day has been discontinued by a large majority of colliery owners. Legislation on the subject does not, therefore, seem called for.
95. Underground pieceworkers should be credited for purposes of payment with a minimum output for each shift worked, not exceeding the normal daily output of a man of average skill and industry. This standard output should be fixed by Mining Boards with rules to prevent abuse (page 122).	Rejected on account of serious difficulties in the way of fixing a minimum output of coal, and enforcing the system.

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Action taken on recommendations not disposed of.

See remarks against item 69.

See remarks against item 69.

See remarks against item 69.

See remarks against item 69.



The recommendation has been accepted in principle. Steps are being taken by the Government of Burma to undertake legislation to implement the recommendation in that Province. Action to give effect to the recommendation in the remaining oil-producing Provinces, *i.e.*, the Punjab and Assam will be taken after the Burma proposals for legislation have been formulated.

Recommendations.	Action taken on recommendations disposed of.
CHAPTER VIII.—Mines—concld.	
96. Mining Boards should examine the question of securing greater uniformity of size of tubs and of ensuring that remuneration bears a closer relation to output: the possibility of check-weighing in larger mines should be explored (page 123).	First part—The points raised have been examined and brought prominently to the notice of the coal mining industry. An endeavour is being made in most collieries to standardise the size of tubs, where practicable, and legislation is not considered necessary. Second part—The introduction of check-weighing is not considered feasible in present conditions.
98. As recommended by the Select Committee on the Amending Act of 1928, the hours of work underground should be reconsidered when that Act has been in operation for 3 years (page 126).	
99. Weekly hours above ground should be limited to 54 (page 126).	
101. Permissible loads for women should be prescribed in quarries where depth and lead exceed a certain standard. Both load and standard of depth and lead should be fixed by the Mining Board (page 129).	Implemented in a modified form. The Governor-General in Council has made the following regulations under the Indian Mines Act, 1923 :— "Every footpath along which loads are carried in open workings by human agency shall comply with the following requirements— (*a*) its breadth shall not be less than three feet; (*b*) its slope shall not be greater than 1 vertical to 2 horizontal; (*c*) at every place where its slope exceeds 1 vertical to 4 horizontal reasonably level steps shall be provided such that the vertical height of every step does not exceed seven inches and the dimension of every step measured horizontally from the edge to the back is not less than fourteen inches. *Explanation.*—Gang-planks used for loading wagons shall not be deemed to be part of a footpath for the purposes of this regulation; provided that every gang-plank shall be so inclined or constructed as to give a secure foot-hold. Where women are employed in carrying loads, the weight of the loads and the height and distance to which they have to be carried shall not be such as to involve risk of injury to the health of the women. If any dispute arises as to whether risk of injury to health is involved, the decision of the Chief Inspector shall be final." [Notifications of the Government of India, Department of Industries and Labour, Nos. M.-1265(1) and M.-1265(2), dated the 26th June 1934.]
103. No child under the age of 14 years should be permitted to work in or about the mines (page 129). 106. Workers should have the same number of nominees on the Mining Boards as employers, and they should be chosen after consultation with the workers' organisations where these exist (page 131).	
107. In section 22 of the Mines Act the word 'shall' should be substituted for 'may' (page 132).	
CHAPTER XI.—Transport Services and Public Works.	
159. (*c*) The maximum limit of allotment should be raised to two-thirds of the seamen's wages (page 181).	Rejected. After consideration of the opinions received it was decided to take no action for the present.

Action taken on recommendations not disposed of.

The question of the reduction of hours of work both underground and above ground has been examined in consultation with the Local Governments and the representative organisations of mine employers and mine workers. A Bill on the subject is likely to be introduced in the Delhi Session 1934-35.

See remarks against item 98.

The recommendation has been examined in consultation with the Local Governments and the representative organisations of mine employers and mine workers. A Bill on the subject is likely to be introduced in the Delhi Session 1934-35.

See remarks against item 103.

See remarks against item 103.

Recommendations.	Action taken on recommendations disposed of.
CHAPTER XI.—Transport Services and Public Works—contd.	
165. (*a*) Local Governments should be empowered by law to frame safety regulations for docks; (*b*) Chief Inspectors of Factories should be consulted and should be responsible for enforcement; (*c*) Regulations should provide for the reporting of serious accidents (page 187).	Implemented. The Indian Dock Labourers' Act, 1934, which received the Governor-General's assent on 19th August 1934 and will come into force on a day to be notified later gives effect to the "Draft Convention concerning the protection against accidents of workers employed in loading and unloading ships (Revised 1932)" adopted at the 16th Session of the International Labour Conference held in April 1932 and will enable the Government of India to carry out their decision to ratify the convention. The Act enables the Government of India to frame safety regulations and to require the reporting of accidents. The Act will be enforced by Inspectors appointed by local Governments.
166. (*a*) The normal daily hours prescribed by law (for docks) should be nine, with overtime permissible up to three hours; (*b*) Payment for each hour of overtime should be required at not less than 33-1/3 per cent. over the ordinary rates; (*c*) The minimum age of employment should be raised to 14 years; (*d*) Enforcement should be entrusted to the factory inspection department (pages 188-9).	
CHAPTER XII.—The Income of the Industrial Workers. 179. Legislation regarding deductions from wages and fines is necessary and desirable (page 218). (*a*) Fines— (*i*) The fining of children should be prohibited. (*ii*) The payment of the fine should not be spread over more than one month from the date on which it was imposed. (*iii*) The maximum amount deducted in fines should not exceed in any month half an anna in the rupee of the worker's earnings. (*iv*) The sums received from fines should be credited to a purpose beneficial to the employees as a whole and approved by some recognised authority. (*v*) Employers should be required to post notices specifying the acts or omissions in respect of which a fine may be imposed. Fines for acts or omissions not so specified should be made illegal (page 219).	

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Action taken on recommendations not disposed of.

The views of the local Governments and Ports Trusts concerned were called for and have since been received They are at present under examination. Part (c) of the recommendation presents no practical difficulty.

A Bill embodying generally the recommendations made by the Commission was introduced in the Legislative Assembly on 1st February 1933 and circulated at the direction of the Assembly for the purpose of eliciting opinion thereon. The Bill evoked a considerable volume of criticism, largely on points of detail. The legislative programme before the Assembly during its last two sessions was exceptionally heavy, and the Bill lapsed. The Government of India are now considering the question of introducing a fresh Bill incorporating the changes necessitated by the criticisms received on the original Bill.

APPENDIX 2

LIST OF COURTS[1] BODIES AND PERSONS WHO EXPRESSED VIEWS ON THE WORKING PAPER CIRCULATED BY THE LAW COMMISSION

High Courts[2]

1. Allahabad
2. Bombay (Appellate Side)
3. Delhi
4. Gujarat
5. Madhya Pradesh
6. Madras
7. Mysore
8. Orissa
9. Patna
10. Rajasthan
11. Judicial Commissioner, Tripura

State Governments

12. Assam
13. Gujarat
13A. Haryana
14. Maharashtra
15. Mysore
16. Orissa
17. Punjab

Bar Councils and Bar Associations

18. State Bar Council of Andhra Pradesh
19. State Bar Council of Bihar
20. State Bar Council of Gujarat
21. State Bar Council of Kerala
22. State Bar Council of Madhya Pradesh

1. As to the view forwarded by the Registrar, Supreme Court of India, see the Report.
2. (a) Judicial Commissioners are also included.

(b) Some of the High Courts have sent views of individual judges, while others have sent views of the High Court.

Action taken on recommendations not disposed of.




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Action taken on recommendations not disposed of.

The Government of India invited the views of local Governments on this recommendation in their letter No. L.-3013, dated the 25th November 1932, and suggested that public opinion might be canvassed on the question. The opinions received have been examined and the question of undertaking legislation is under consideration. A Bill may be introduced in the Legislative Assembly during the next Delhi Session (1935).

The views of local Governments and of those interested in the question were invited in the Government of India, Department of Industries and Labour letter No. L.-3013, dated the 12th April 1933, and the question of undertaking legislation is under consideration. Legislation affecting imprisonment for debt has been under consideration in the Punjab Legislative Council.

The possibility of undertaking legislation on an experimental scale, restricted to the province of Delhi in the first instance, is under examination.

Recommendations.	Action taken on recommendations disposed of.
CHAPTER XIII.—Indebtedness —*contd.*	
(*b*) The amount of the decree issued should be based on the difference between the two sums (page 233). (*c*) It should not be possible to keep the decree alive for more than three years in all (page 233). (*d*) Debts should rank preferentially in order of their age (page 233). (*e*) The possibility of appointing special courts for summary liquidatoin proceedings should be considered (page 234). (*f*) If the law cannot be applied to the poorer classes generally, "industrial workers" would have to be defined, and, in the first instance, it may be necessary to limit the operation of the measure to scheduled industrial areas with power to extend it to other areas (page 234). (*g*) If a monetary limit is required, the law may be applied only to workmen in receipt of wages or salary of less than Rs. 100 a month (page 234). (*h*) During the first three years of the operation of this law the amount recoverable might be based on three instead of two years' income and expenditure, and the maximum period during which decrees should remain effective may be four years instead of three years (page 234).	
186. Apart from the legislation recommended above, the possibility of reducing the period of limitation for debts and the period within which a decree may be kept alive under the ordinary civil law should be examined (pages 234-35).	**Rejected. The Government of India have examined the proposal and have decided that no change in the existing law is called for.**
187. Besetting an industrial establishment for the recovery of debts should be made a cognizable offence (page 236).	

Action taken on recommendations not disposed of.



After a careful consideration of the views of the local Governments and the interested public the Government of India have come to the conclusion that central legislation on the subject is not called for. They have, however, suggested to the Government of Bengal, where both official and non-official opinion is strongly in favour of the proposed measure, to undertake provincial legislation on the lines recommended by the Commission restricted to a typical industrial area in the first instance. A Bill on the subject was published by the local Government in August 1934, with a view to introduction in the Legislative Council.

Recommendations.	Action taken on recommendations disposed of.
CHAPTER XIII.—Indebtedness *—concld.*	
188. Recruiting advances—	
(*a*) The recovery of any amount advanced to meet travelling expenses to the place of employment should be made illegal;	
(*b*) Other advances to the worker before actual employment begins should be irrecoverable by law, except from the first wage payment (page 236).	
189. Periods of wage payment—	
(*b*) In textile industries, railway and engineering workshops and iron and steel works, the law should require the payment of wages to the process operatives at intervals not exceeding 16 days. The appropriate authority should have the power to extend a similar provision to other industries or classes of operatives either generally or in particular centres. In this connection the case of railway workers outside the workshops should be examined.	Rejected. After careful consideration of the opinions received the Government of India have decided that legislaion is unnecessary.
(*c*) If any reduction is made in the period of wage payment, no worker should forfeit any privilege or concession which is attached to payment on a monthly basis (page 240).	
190. For industrial employees in factories the legal period of notice should in no case exceed a week, whatever the period by which wages are paid (page 241).	Rejected.
191. Payment of wages—	
(*a*) Legislation should be enacted providing for the payment of wages within 7 days from the expiry of the period in which they have been earned in the ordinary case, and as early as possible but not later than 2 days from the date of discharge in the case of an operative who is discharged.	
(*b*) The law should be applicable to factories, mines, railways and plantations and should provide for possible extension to other branches of industry (page 241).	

Action taken on recommendations not disposed of.

So far as factories, railways and possibly mines also, are concerned the question has little practical importance as the system of giving advances on recruitment is now rare in these establishments. The system is no doubt common in connection with big public works and building schemes but the absence of organization, the scattered and temporary character of the establishments and the extent of sub-contracting present serious difficulties in the way of attempting to eliminate it by legislation in these branches of industry. The main explanation of this recommendation appears to be contained on pages 400—402 of the report of the Royal Commission where they deal with plantations in Madras and Coorg. The Government of Madras have agreed to undertake provincial legislation on the subject and the Chief Commissioner, Coorg, is prepared to adopt any measure that may be adopted in Madras.



See remarks against item 179

Recommendations.	Action taken on recommendations disposed of.
CHAPTER XV.—Housing of the Industrial Worker.	
227. The Land Acquisition Act should be amended to provide— (*a*) that the housing of labour shall be deemed to be a work likely to prove useful to the public, and (*b*) that the definition of "company" shall include industrial concerns owned by individuals or associations of individuals (page 291).	Implemented by the enactment of the Land Acquisition (Amendment) Act, XVI of 1933.
CHAPTER XVI.—Workmen's Compensation.	
Recommendations 232, 233, 237 to 244 and 246 to 255. (See Second Report.)	Implemented generally by the provisions of the Workmen's Compensation (Amendment) Act, XV of 1933.
234. The question of the inclusion of persons employed by the larger agricultural employers and of those employed in reserve forests deserves examination (page 301).	Implemented in part. By the Government of India, Department of Industries and Labour notification No. L.-3002, dated the 2nd July 1934, issued under section 2 (3) of the Workmen's Compensation Act, 1923, the following occupations have been declared to be hazardous occupations, and persons employed in them are entitled to the benefit of the Workmen's Compensation Act :— (1) the felling and logging of trees ; (2) the transport of timber by inland waters ; (3) the control or extinguishing of forest fires ; and (4) elephant-catching operations. As regards the inclusion in the Workmen's Compensation Act of persons employed by the larger agricultural employers, the Government of India in consultation with the local Governments have come to the conclusion that no action is desirable at present.
235. (*b*) The possibilities of giving Indian seamen the right to compensation whilst serving on ships registered outside India should be further explored by the Government of India and the Home Office. Special attention should be given to the possibility of extending the Act to Indian seamen whilst serving on all ships within India's territorial waters and on British ships engaged in the coastal trade of India (page 301).	The proposal will involve an amendment of the Indian Merchant Shipping Act, 1923, and the Government of India have decided to defer its consideration pending the reform of the Constitution. Indian seamen whilst serving on all ships within India's territorial waters have, however, acquired the right to compensation as a result of the amendments made by the Indian Workmen's Compensation (Amendment) Act, 1933.
236. The limitation of the benefits of the Act to workmen in receipt of not more than Rs. 300 a month should be generally applied and the exception relating to the armed forces of the Crown should be modified, if this is necessary, in order to include persons who are genuinely industrial workers (page 302).	The first part of this recommendation, as given in the Appendix, does not correspond with the Commission's report, and has not been followed, in so far as it involves the exclusion of workers getting more than Rs. 300 a month. The deletion of the reference to manual labour, recommended by the Commission, is included in the Amending Act (XV of 1933), *vide* section 2 (*a*) (*iv*). The second part was examined and no amendment was found to be necessary.

Action taken on recommendations not disposed of.



Recommendations.	Action taken on recommendations disposed of.
CHAPTER XVI.—Workmen's Compensation—*concld.*	
256. A measure should be enacted abrogating for all workmen the defences of "common employment" and "assumed risks" in civil suits for damages for injury arising out of employment (page 315).	
CHAPTER XVII.—Trade Unions.	
262. The Trade Unions Act should be re-examined in not more than three years' time; all limitations imposed on the activities of registered unions and their officers and members should be reconsidered so as to ensure that the conditions attached to registration are not such as to prevent any well-conducted *bona fide* union from applying for registration (page 331).	Noted for consideration in due course.
263. All unions should be able to secure free of charge the conduct of their audit by officials of Government. The reports of the official auditor on trade union audits and investigations should be made available for the public as well as for the union (page 331).	The Government of India do not consider that any legislation is necessary to give effect to this recommendation as the object could be achieved by amendment of the regulations. The recommendation was commended to the local Governments who are generally opposed to its adoption on account, *inter alia* of financial stringency. The regulations have been amended in some of the Governors' provinces, and in Delhi.
264. Section 22 of the Trade Unions Act should be amended so as to provide that ordinarily not less than two-thirds of the officers of a registered trade union shall be actually engaged or employed in an industry with which the union is concerned (page 331).	The Government of India are favourably disposed towards the recommendation. But the proposed amendment is of little practical importance and the Government of India propose to proceed with the matter when an occasion arises for amending the Indian Trade Unions Act.
265. A registered trade union should not be precluded from initiating and conducting co-operative credit or supply societies (page 332).	Rejected. In the opinion of the Government of India it would not be practicable for a single body cerporate to be at one and the same time a trade union registered under the Indian Trade Unions Act and also a Co-operative Society registered under the Co-operative Societies Act and they do not consider that a trade union *as such* is likely to be a satisfactory agency for conducting co-operative activities. At the same time, there is nothing in the existing law to prevent some or all of the members of a trade union from forming themselves into a co-operative society with a separate constitution. In the circumstances, the Government of India have decided to take no action on the recommendation.
CHAPTER XVIII.—Industrial Disputes.	
266. The Employers and Workmen (Disputes) Act of 1860 should be repealed (page 337).	Implemented. The Act has been repealed by the Employers and Workmen (Disputes) Repealing Act, 1932 (II of 1932).
269. Some statutory machinery will be permanently required to deal with trade disputes and it will be necessary to consider the form which such machinery should take before the Trade Disputes Act expires in 1934 (page 344).	

Action taken on recommendations not disposed of.

The question has been examined by the Government of India in consultation with local Governments. It has been decided to defer legislation on the subject for the present.



The Trade Disputes Act has been extended indefinitely in its present form by the Trade Disputes (Extending) Act (XIII of 1934). The Government of India now propose to take up the general amendment of the Act.

Recommendations.	Action taken on recommendations disposed of.
CHAPTER XVIII.—Industrial Disputes—*concld.*	
271. The question of providing means for the impartial examination of disputes in public utility services should be considered (page 346).	
272. The possibility of establishing permanent courts in place of *ad hoc* tribunals under the Act should be examined (page 346).	
273. Section 13 of the Trade Disputes Act should be amended so as to provide that no prosecution or suit shall be maintainable on account of any breach of the section or any damage caused thereby, except with the previous sanction of the Government which appointed the tribunal (page 347).	Implemented by Act XIX of 1932.
CHAPTER XX.—Recruitment for Assam.	
Recommendations 276 to 281, 283 to 289 and 293. (See Second Report).	Implemented generally by the provisions of the Tea Districts Emigrant Labour Act (XXII of 1932) which came into force on 1st October 1933.
CHAPTER XXI.—Wages on Plantations.	
296. The recommendations made in Chapter XIII relating to the regular and prompt payment of wages, the recovery of recruiting costs, including cost of transit, and restrictions on the recovery of advances should also apply to plantation labour throughout British India (page 402).	
CHAPTER XXII.—Health and Welfare in Plantations.	
314. The employment, either directly or with their parents, of children before the age of 10 years should be prohibited by law. The names of all employed children should be entered in the wage book and in the case of children not born on a plantation and therefore without a registered birth certificate, the garden doctor should be required to determine the age before the child is allowed to start work (page 415).	
CHAPTER XXIII.—Burma and India.	
321. (*a*) The Protector of Immigrants should work in co-operation with the Government of Burma but should be solely responsible to the Government of India (page 427).	

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Action taken on recommendations not disposed of.

See remarks against item 269.

See remarks against item 269.

See remarks against items 188 and 191.

The final form of the Payment of Wages Bill is not yet settled.

Not yet taken up.

The existing arrangements whereby the subject of "Internal Emigration" in Burma was administered by the local Government as an agency subject at a cost of about Rs. 13,000 (Budget 1931-32) per annum was discontinued from 1st March 1932, and the work transferred to the Mercantile Marine Department at Rangoon as a temporary measure pending the creation of permanent machinery. These recommendations will be taken into consideration as soon as the position of Burma *vis-a-vis* the future constitution of India has been settled.

Recommendations.	Action taken on recommendations disposed of.
CHAPTER XXIII.—Burma and India—*concld.*	
(*b*) He should have statutory power to enter industrial establishments where Indian labour is employed (page 428).	
(*c*) He should have a working knowledge of some Indian languages, particularly Telugu (page 428).	
(*d*) He should have access to the Member or Minister responsible for labour (page 428).	
(*e*) He should furnish an annual report to the Government of India (page 428).	
(*f*) He should have sufficient experience and standing to ensure that his advice will deserve and receive full consideration from authorities and employers in Burma (page 428).	
323. If the rice or any other industry finds it necessary to recruit in India, it should repatriate the recruited worker as soon as it ceases to pay him his normal wages (page 431).	
329. Assisted emigration should be controlled with a view to ensuring that the emigrant is guaranteed maintenance for a reasonable period or repatriation (page 440).	
CHAPTER XXIV.—Statistics and Administration.	
334. (*c*) The Factories Act should be amended so as to make it possible to call for returns in respect of wages (page 443).	Rejected, as it was finally decided by the Select Committee that the proposed provision was not suitable for incorporation in the Factories Act.
338. Planters in all provinces should be required by statute to furnish statistics relating to the labour forces employed by them (page 444).	Act XXII of 1932 contains provisions providing for certain statistics in respect of Assam plantations and orders pursuant to these provisions have been made by the Government of Assam. No action has so far been taken in respect of provinces other than Assam.
340. Legislation should be adopted, preferably by the Central Legislature, enabling the competent authority to collect information from employers regarding the remuneration, attendance and living conditions (including housing) of industrial labour, from merchants regarding prices, from money-lenders regarding loans to workers and from landlords regarding rentals (page 446).	

Action taken on recommendations not disposed of.

See remarks against item 321.

See remarks against item 321.

The recommendation is under consideration in connection with proposals for a Statistics Bill of a more comprehensive character.


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PART II.

Action taken on the recommendations made by the Royal Commission on Labour requiring administrative action by the Government of India.

(31st October 1934).

N.B.—1. The page numbers at the end of each recommendation indicate the page of the report of the Commission on which that recommendation is made.

2. Recommendations printed in italics are not included in the Summary of Recommendations in the report.

Recommendations.	Action taken on recommendations disposed of.
CHAPTER V.—Working Conditions in Factories.	
47. Conferences of Chief Inspectors from all provinces should be held biennially under the auspices of the Central Government (page 73).	Noted. A Conference of Chief Inspectors was convened in August 1933 to examine the Factories Bill before its introduction in the Legislative Assembly and several Chief Inspectors were later present to assist the Select Committee.
CHAPTER VIII.—Mines.	
84. In the Manganese Mines in the Central Provinces, steps should be taken to apprise the workers of the repeal of the Workmen's Breach of Contract Act (page 107).	The Government of the Central Provinces were addressed on the subject. The corresponding entry in Part IV may be seen.
85. At Khewra—	
(*a*) The employment of ticket-of-leave men should be re-examined (page 108). (*b*) Workers and hours should be effectively checked, and numbers controlled (page 108). (*c*) Committee should be elected to represent the workers (page 108). (*d*) The sanitary condition of the workings and the settlement should be brought up to a reasonable standard (page 109). (*e*) Latrine accommodation should be provided near the entrance of the mine and improved latrines underground (page 109). (*f*) Sanitary staff should be provided and placed under the Medical Officer (page 109).	(*a*)—(*e*) As reported last year, these recommendations have been implemented.
(*g*) Engagement of fresh women workers should be discontinued (page 127).	(*g*) Rejected. Women workers are disappearing so fast that the total female labour strength is likely to be eliminated much in advance of the statutory period. In the circumstances, it would be unnecessary in the event of a miner bringing into the mine a woman who has not previously worked there, to make any special attempt to exclude her, for such occasional additions will not increase the net total of women workers.
88. A separate Inspector of Mines and Oilfields for Burma should be appointed (page 112).	
89. The Mining Industries Act, 1926, should be examined for the purpose of considering how far similar provisions would help to systematise mining leases (page 114).	Rejected. The British Mining Industry Act, 1926, was examined; it is considered that the time is not ripe for undertaking legislation of this kind in India.
89-A. *Sanitary conditions underground in coal mines call for improvement. Bucket latrines should be provided at convenient spots and a small staff of sweepers should be employed to keep the latrines clean and to remove the contents of the buckets to the surface daily for final disposal* (page 115).	

Action taken on recommendations not disposed of.



(*f*) The experiment of placing the sanitary staff under the Medical Officer, Khewra, has not resulted in any marked improvement in sanitary conditions. No provision has been allowed in the budget for 1934-35 for the proposed appointment of a Sanitary Inspector at Khewra owing to financial stringency. The question will be examined again when the financial situation improves.

The consideration of this recommendation has been postponed pending a decision on the question of separation of Burma from India.

In view of the prevailing depression, it would be difficult to implement this recommendation in full. The Local Governments concerned have been reminded of the importance of the matter and it has been suggested to them that a beginning might be made as soon as possible with the compulsory provision of sanitary arrangements at the surface at every coal mine at which the resident labour force exceeds, say, 50 persons. Simple measures of this kind should facilitate the extension of improved arrangements to the underground workings.

Recommendations.	Action taken on recommendations disposed of.
CHAPTER VIII.—Mines—concld.	
97. Registers for metalliferous mines should be improved (page 125).	Accepted. It has been decided not to issue any general orders with regard to this recommendation at present, but instructions have been issued to the Chief Inspector of Mines that both he and Inspectors during the course of inspection of individual mines should bear in mind the necessity of keeping a watch on possible infringements of the law relating to hours of work with a view to taking steps to insist on more elaborate registers if circumstances require such a course.
97-A. *The personal responsibility of managers for the accuracy of registers of hours of work should be impressed upon them and the special attention of the inspectorate should be given to checking them* (page 175).	Implemented. Necessary action has been taken by the Chief Inspector of Mines. In many cases, managers have been warned and in some cases they have been prosecuted for failure to see that registers of hours of work are accurately maintained.
102. (*b*) The system of selecting women for exclusion from underground working should be considered by employers, workers and the inspectorate jointly.	Implemented. The Chief Inspector of Mines has been asked to take necessary action.
104. Minor accidents should be reported weekly to Chief Inspector through District Magistrate (pages 130 and 131).	
108. The Chief Inspector should confer with representatives of employers and workers when the law is substantially changed (page 132).	Accepted. The Chief Inspector of Mines will take necessary action whenever opportunity arises.
109 (*a*) The needs of the inspectorate in consequence of new legislation should receive early and sympathetic consideration (page 132).	(*a*) See (*b*) below.
(*b*) *The possibility of creating a class of Assistant Inspectors should be considered* (page 132).	(*b*) Implemented. Two posts of Assistant Inspector have recently been created in place of one post of Junior Inspector.
(*c*) *Provincial and district public health officers should be given the power and duty of inspection in regard to health matters* (page 132).	(*c*) Implemented. Provincial and district Medical and Public Health Officers whose jurisdictions cover mining areas have been appointed as Inspectors of Mines under the Indian Mines Act, *vide* Notification of the Government of India, Department of Industries and Labour No. M-1265, dated the 20th April 1933. The purpose of these appointments is to secure expert inspection in all matters relating to the health of persons employed in mines and the local Governments have been asked to instruct these officers to devote attention to the subject of industrial disease, *vide* recommendation 198.
111. A resident medical officer with public health experience should be appointed at Giridih, and the health staff completely reorganised (page 134).	The Agent, E. I. Railway has reported that the present District Medical Officer, Asansol, under whom the Assistant Surgeon, Giridih, works is an officer with Public Health qualifications from England and so also is the Chief Medical Officer of the railway who supervises the work generally, and that the Assistant Surgeon who is at present employed at Giridih has been well reported on and that should he be found wanting, arrangements would be made to try some one else from the existing staff. The Railway Board are satisfied that the present arrangements go far to meet the recommendation of the Commission and the Agent would doubtless make further recommendations in the matter if the present arrangements are found inadequate, at any time.
114. The Salt Department and the Punjab Government should co-operate with a view to the introduction of compulsory education in the Salt Range (page 135).	Compulsory education was in force in the Salt Range before the Commission visited Khewra. The Salt Department would welcome any co-operation which the Government of the Punjab may be prepared to give in the further advancement of education in the Salt Range.

Action taken on recommendations not disposed of.

This has been examined and the matter may be dealt with in the Bill to amend the Indian Mines Act, 1923 which it is intended to introduce at the next session of the Legislative Assembly.

Recommendations.	Action taken on recommendations disposed of.
CHAPTER IX.—Railways.	
115. Registers should be kept of all workers appointed to the engineering department, appointments and dismissals being reported for entry. The registers should be examined regularly by administrative and personnel officers (page 139).	The Railway Department accepts the principle that railway officers should check the turnover of labour establishment especially when they visit outstation offices on inspection. As records of service of all employees are kept showing the dates of commencement and termination of service, it is considered that the maintenance of a register, as recommended by the Commission, will involve an amount of labour out of proportion to the results obtained. But the Railway Board are prepared to give a trial to the recommendation on one railway and the Agent, Eastern Bengal Railway has been instructed to give effect to the principles enunciated above, from 1st January, 1933, or such date as may be convenient to him and to report to the Railway Board the results of the experiment after one year's trial. His report is awaited.
116. Similar procedure should be adopted for the transportation and commercial departments (page 139).	See remarks against item 115.
117. The system of selection boards or committees should be used for selecting firemen, shunters and drivers for appointment and promotion, and should be put into force on all railways for both recruitment and promotion of categories classed as literate and those in which employees start as apprentices (page 139).	Under the recent rules issued for the recruitment and training of the subordinate staff on the State-managed railways, a copy of which has also been forwarded to the Company-managed railways, Selection Boards are required to be appointed in connection with recruitment generally and promotions to selection posts which as a rule consist of higher subordinate or subordinate supervisory posts. The Board are satisfied that the arrangements in force go a long way to meet the recommendations of the Commission so far as State-managed railways are concerned. Regulations for the recruitment of inferior servants are at present left to the Agents, and the Board do not propose to interfere with the discretion of the Agents in the matter. They have however, commended the recommendation of the Commission as to Selection Boards for adoption wherever the Agent considers that improved results will be obtained. The conclusions of the Board have been communicated to the Agents of State-managed railways for necessary action and to the Company-managed railways for information.
118. Sons and near relations of railway servants have a special claim to enter the service and wherever possible facilities for suitable education and training should be afforded them (pages 139 and 140).	Arrangements in force on State-managed Railways provide for such preference to the sons of railway employees but the Railway Board have left the question of extending such preference to near relatives to the discretion of individual Agents. For certain classes of subordinate establishments preliminary training is provided though ordinarily no such training is separately given to sons of railway employees nor do the Railway Board consider it fair that this should be done. Under the revised rules for the grant of assistance to employees towards the education of their children which have been adopted on the State-managed railways, a copy of which has been forwarded to Company-managed railways with a suggestion to adopt similar rules, such assistance is admissible to subordinate employees stationed at places where suitable educational facilities do not exist within certain limits specified in the rules.
119. In mechanical workshops the system of recruitment through labour bureaux is capable of development and together with the system of selection boards or committees would go far to remove grounds of complaint of favouritism and bribery in regard to recruitment and promotion (page 140).	

Action taken on recommendations not disposed of.



The Agents of State-managed railways have been instructed and those of Company-managed railways informed that while not desiring to press Labour Bureaux on other railways, the Board consider that the Labour Bureaux functioning at present in certain locomotive and Carriage and Wagon shops on the N. W. Railway should continue. The results arrived at on the N. W. Railway should be studied and compared with the results on other State-managed railways. In the meantime Agents should employ Selection Boards for the recruitment of the subordinate and labour establishment of the mechanical workshops. The Board believe that the employment of Selection Boards will do much to remove the impression that bribery is prevalent in connection with recruitment to establishments of this class, and propose to review the whole question after normal recruitment has been resumed, with a view to arriving at the best method of recruitment.

Recommendations.	Action taken on recommendations disposed of.
CHAPTER IX.—Railways—*contd.*	
120. All new entrants should be handed a printed statement of their duties and rights in the service, with a specific warning as to bribery (page 141).	Agents of State-managed railways have been instructed and those of the Company-managed railways invited to make necessary arrangements to make it known to all employees and applicants for employment that bribes are in no circumstances to be given and that the proof of giving or taking bribes will render employees liable to summary dismissal. The Railway Board are unable to accept in full the recommendation that all new entrants should be given a printed statement of their duties and rights. The duties of an employee may vary from time to time, while his rights are defined in service rules. The Board have suggested to Railway Administrations that new entrants should, when possible, be furnished with a statement of their more important duties, and that their attention should be invited to the service rules applicable to them.
121. (*a*) Workers required after confirmation to undergo a further medical examination should have the right to be examined, if they desire, by an independent specialist.	
(*b*) Should a worker be adjudged medically unfit for a particular post every effort should be made to find him other work (page 141).	(*b*) The existing practice is in conformity with this recommendation.
122. In regard to racial discrimination, definite steps should now be taken which will lead in a specified term of years to the progressive elimination of any form of discrimination as regards both appointments and promotions to all grades and classes (page 143).	The Railway Board have accepted the principle that there should be no racial discrimination and that communal discrimination should be eliminated in future recruitment apart from any reservation of first appointments made under the orders of the Government of India to secure suitable representation of minority communities. No such reservation applies in respect of promotions.
123. The whole subject of the leave rules should continue to be examined in consultation with representatives of the workers (page 144).	The Railway Board agree with the recommendation of the Commission that the principles embodied in the leave rules should be reviewed from time to time and the Agents of State-managed railways have been instructed and those of the Company-managed railways invited to act accordingly. Representations from recognised unions to the Agents of Railways or from the All-India Railwaymen's Federation to the Railway Board receive examination and consideration.
124. The Administration should endeavour to maintain leave reserves adequate to meet requirements spread over the year (page 145).	Accepted in principle.
125. The claims of low-paid workers to improved wage standard should continue to receive careful consideration from the Railway Board and the Administrations (page 150).	Accepted. The recommendation continues to receive the attention of the Railway Board and the Railway Administrations with due regard to the level of prices and financial considerations.
126. After 12 months' continuous service, all employees should be monthly rated and as soon as possible made eligible for all service privileges which that carries (page 150).	
127. Enquiries now in progress should be extended to cover the comparative merits of the system of time-scales and that of beginners rates increasing within a short period to fixed standard rates (page 150).	

Action taken on recommendations not disposed of.

(*a*) Under consideration.



Under consideration.

Under consideration.

Recommendations.	Action taken on recommendations disposed of.
CHAPTER IX.—Railways—*contd.*	
128. Additional steps should be taken to fix standard rates for similar classes and grades, subject only to variation in districts where there are material differences in economic conditions (page 151).	Owing to varying conditions in different areas in a country so large as India the Railway Board do not consider that it would be practicable to attempt to fix standard rates for subordinates and inferior railway services, but Agents of State-managed railways have been instructed and those of the Company-managed railways invited to keep in view this recommendation in its application to staff of different administrations at or near the same stations.
129. On completion of one year's continuous service, all employees should be eligible to join a provident fund, membership being optional for those drawing under Rs. 20, compulsory for those drawing Rs. 20 or over per mensem (pages 152-153).	Rejected. The Railway Board estimate that this recommendation if applied to all railways, would involve additional annual expenditure of not less than half a crore and in present economic conditions its acceptance is impossible.
130. The limitation on the grant of retiring gratuity to subordinates retiring after 15 years' qualifying service should be modified to permit of voluntary withdrawal from the service subject only to adequate notice (page 153).	Rejected. The fundamental principle on which a gratuity is based is that it is a reward for long, continuous and faithful service. The Railway Board feel that to relax in any way the conditions under which gratuities are now paid will not be satisfactory, and will lead to a gratuity being regarded as a right rather than, as is now implied in the term, a bonus for long and consistently good service rendered. The Royal Commission on Labour in other recommendations have been at pains to suggest procedure for ensuring continuity and security of service to the railway employee, and the Railway Board consider that it is only reasonable that Railway Administrations should also have at hand a means of ensuring continuity of service on the part of the employees, most of whom have probably received special training in their work. The Railway Board desire to record that their views have the unanimous support of all Railway Administrations.
131. In regard to debits, an effort should be made to arrive at the root cause of the trouble and to see how far it is due to faults in rating and routing methods and how far to inefficiency on the part of the staff: careful analysis of numbers and amounts should be made with a view to the adoption of changed methods of disciplinary action. Pending enquiry a system of maximum amounts, related to pay, with definite periods for recovery, might be adopted (pages 153-154).	Accepted. In November 1930, an officer was placed on special duty to investigate the system of raising debits on the East Indian Railway. This officer reported on the subject and his Report was discussed at a meeting convened by the Railway Board in December, 1931, at which other Railways were represented by their Commercial and Accounts Officers. At this meeting the following conclusions were arrived at:— (1) To eliminate fines and debits for petty offences a system of marks was to be introduced and tried on the North Western Railway. (2) It was agreed that debits for private telegrams and compensation claims and undercharges in fares and freights should be continued. (3) No recovery on account of debits to be made from any member of the staff during any one month in excess of 20 per cent. of salary. These conclusions were communicated to State-managed Railways for necessary action and to Company-managed Railways for information. The question of reducing debits needs constant and systematic attention from each railway administration.

Action taken on recommendations not disposed of.



Recommendations.	Action taken on recommendations disposed of.
CHAPTER IX.—Railways—contd.	
132. The weekly rest of not less than 24 hours provided under the Act of 1930 should be granted subject to the usual emergency exceptions to all continuous workers as soon as necessary arrangements can be made (page 158).	Accepted. Since the Commission reported, the Government of India have issued the Hours of Employment Regulations for railways. The Commission's recommendation for the grant of 24 consecutive hours of rest in each week to all continuous workers means that Railway Administrations should arrange for such rest for the running staff and certain categories of works staff of the Engineering Department who do not enjoy this privilege at present. It is possible also that on the Burma Railways and the Company-managed railways to which the Hours of Employment Regulations have not yet been applied, certain other classes of continuous workers do not enjoy this rest. These administrations have been asked by the Railway Board to grant the rest to all continuous workers except the running staff and certain categories of the works staff of the Engineering Department, so far as financial limitations permit. Please see also remarks against item 133 (*a*).
133. (*a*) Special efforts should be made to put into operation as soon as possible the regulations devised to give effect to the Washington and Geneva Conventions in the case of railway employees (page 159).	(*a*) Accepted. This is the accepted policy of Government, but while the Regulations have been given statutory effect on the State-managed railways in India, the progress in giving statutory effect to them on other railways has been unfortunately interrupted by the present financial stringency. These railways have been advised to give effect to the regulations as far as may be possible without incurring extra cost.
(*b*) It should be possible after consultation with the workers to arrive at an understanding regarding the general lines of classification of essentially intermittent workers (page 159).	
(*c*) The Railway Board should reconsider the practicability of reducing the hours for intermittent workers and of giving days of absence at reasonable intervals where weekly rest days cannot be given (page 159).	(*c*) Accepted. The Railway Board consider that the first step that should be taken, as soon as funds permit, is to extend the application of the Regulations to the railways to which they have not yet been applied. Thereafter the question of reducing the hours of work, generally, for intermittent workers will be examined comprehensively. Meanwhile, Agents will be instructed to reduce the hours of work and provide suitable periods of rest in individual cases where humanitarian considerations require such a course.
134. As soon as experience of the altered hours is available, the case of individual branches should be examined in turn to determine to what extent the prevailing hours need reduction; action should be taken thereafter on all railways to secure the reduction necessary (page 159).	
135. All classes of workers should enter into a simple service agreement providing for :—	
(*a*) Probationary period of 12 months.	
(*b*) Confirmation after 12 months' approved continuous service.	
(*c*) Confirmed Service to be terminable on one month's notice.	
(*d*) A declaration that service is liable to termination in any of six specified circumstances (page 161).	

Action taken on recommendations not disposed of.

(*b*) Under consideration.



See remarks against items 132 and 133 (*c*).

Under consideration.

Recommendations.	Action taken on recommendations disposed of.
CHAPTER IX.—Railways—contd.	
136. The power of terminating service should reside solely in the district or divisional officers or officers superior to them (page 161).	Accepted. Pending the amendment of the Rules regulating the discharge and dismissal of State railway non-gazetted Government servants the Railway Board have instructed the Agents of State-managed railways to withdraw from senior subordinate staff the power to discharge an employee.
137. (*a*) A confirmed employee charged with an offence which if proved may involve dismissal or discharge should be given a charge sheet, returnable with his explanation within 7 days; (*b*) The competent officer (district, divisional or superior officer) may make enquiry and, if the case is to proceed, may summon the employee before him; (*c*) The employee should be entitled to be accompanied by the representative of an accredited trade union of which he is a member or by a fellow workman; (*d*) Time limits for disposal should be fixed and the power to suspend should remain; (*e*) Men overstaying leave or absent without leave except in a genuine case of sickness should be presumed to have left the service and to have forfeited the right of appeal, subject to the discretion of the competent officer (pages 161-162).	
138. (*a*) Appeal against discharge or dismissal should lie to the head of the department or Divisional Superintendent with the final appeal to the Agent except where dismissal involves loss of provident fund bonus when further appeal should lie to the Railway Board. (*b*) Facilities for representation on appeal should be the same as at the first hearing. (*c*) The time limit for further appeal should be one month from the time the decision is notified; within this time no appeal should be withheld (page 162).	
139. In less serious cases, a charge sheet should also be given returnable within 7 days. Appeal against the order then issued should lie to the district or divisional officer with right of representation as above. This appeal should be final except in case of reduction of grade when appeal should lie to the head of the department or Divisional Superintendent (page 162).	

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Action taken on recommendations not disposed of.

(*a*)—(*c*) Under consideration.

(*d*) and (*e*) These recommendations are accepted but it is proposed to issue instructions when the points in the remaining parts of item 137 are settled.

Under consideration.

Under consideration.

Recommendations.	Action taken on recommendations disposed of.
CHAPTER IX.—Railways—contd.	
140. Proper records of disciplinary action should be kept and watched by personnel officers (page 162).	The principle of this recommendation is accepted and the existing procedure is reported to be in conformity with it except that the records in question are watched by personnel and/or executive officers. The above conclusions have been communicated to the Agents of State-managed railways for information and necessary action and to the Agents of Company-managed railways for information.
141. (*a*) Discharge on reduction of establishment should be differentiated from disciplinary or inefficiency cases. (*b*) Other things being equal the principle of seniority should apply. (*c*) Registers of discharged men should be kept. (*d*) Where more than 100 men are affected, recognised trade unions should be informed as early as possible and reasons given (pages 162-163).	(*a*), (*b*) and (*c*). Accepted. The existing practice is generally in conformity with these recommendations. The conclusions have been communicated to the Agents of State-managed railways for information and necessary action and to the Agents of Company-managed railways for information. (*d*) This is actually not the recommendation of the Commission but only a statement of action taken by the Railway Board, *vide* last portion of paragraph headed "reduction of establishment" on page 163 of the report.
142. Proper leave records should be kept (page 163).	Accepted. Agents of State-managed railways have been instructed and those of the Company-managed railways invited to continue to give effect to this recommendation.
143. Records should be kept of temporary service where practicable with a view to priority for permanent employment (page 163).	See remarks against item 142.
144. Channels for appeal in regard to conditions of service should be made uniform: local or district and divisional committees and railway councils are suitable channels for dealing with grievances: establishment officers are of assistance and should be appointed on all railways (page 164).	Rejected. The Railway Board do not consider it necessary to insist on uniformity in this matter but would prefer that each railway should be left to develop a suitable system best suited to local requirements. These principles have been communicated to the Agents of principal railways.
145. A more generous policy in respect of recognition of trade unions is desirable (page 166).	See remarks against item 259. The new rules apply to unions of railway workers.
146. A stage has been reached in the development of some unions where facilities might with advantage be conceded (page 167).	
147. Joint Standing Machinery should be established. (*a*) A joint Standing Central Board, containing representatives of the Agents and workers in equal proportions elected by the Indian Railway Conference Association and the All-India Railwaymen's Federation respectively charged with the consideration and, when possible, settlement of— (*i*) general questions common to all railways.	

Action taken on recommendations not disposed of.



Under consideration.

Under consideration.

Recommendations.	Action taken on recommendations disposed of.
CHAPTER IX.—Railways—contd.	
(*ii*) matters common to one or more grades where agreement has not been reached in Railway Councils, which would come up automatically, and (*iii*) references from Railway Councils. Where a dispute is apprehended and cannot be settled on the Railway Council, it should be referred automatically, it being agreed that no stoppage shall take place meanwhile (page 168).	
(*b*) Failing agreement on the Joint Standing Central Board if either party desires, the dispute should be referred to a Tribunal of five representatives from either side of the Board and five persons from outside (pages 168-169).	
(*c*) Each railway should have a Railway Council working in conjunction with divisional or district and local or works committees. All workers should be eligible for election but where there is a recognised union, workers' representatives on committees should be entitled to assistance from an officer of the union. On Railway Councils, the union should be consulted as to constitution and direct representation of the union: failing agreement the Central Board should advise (page 169).	
(*d*) The Central Board should consider the constitution and functions of the various bodies (pages 169-170).	
(*e*) Meeting should be held at regular intervals and, where possible, time limits fixed for each stage (page 170).	
(*f*) Printing and publication of verbatim reports at any stage is not advised (page 168).	
148. Departmental labour should be substituted for contract labour wherever practicable (page 170).	Rejected. The Railway Board consider that this matter is one which must be left to th e discretion of Agents and that the most efficient and economical method of undertaking particular works must be adopted in each case. These principles have been communicated to the Agents of principal railways.
149. Railway Medical Officers should be precluded from private practice except in case of families of railway servants (page 171).	

Action taken on recommendations not disposed of.



Under consideration.

Recommendations.	Action taken on recommendations disposed of.
CHAPTER IX.–Railways.—*concld.* 150. The importance of public health qualifications should be recognised: Chief Medical Officers in particular should be required to give more time to inspection (page 171).	First part accepted. The recommendation is in accordance with the policy which had been adopted by the Railway Board.
151. The medical department should have executive charge of sanitation and health (page 171).	
152. The functions of local and sanitary committees should extend to welfare work and, wherever possible, each committee should include a proportion of elected representatives (page 171).	The Railway Board consider that this is a matter of minor importance and can well be left to the Railway Administrations. The Railway Board have instructed State-managed railways that they should bear in mind this recommendation. A copy of the instructions was forwarded to company-managed railways for information.
153. In regard to statistics— (*a*) nomenclature should be standardized; (*b*) figures should be available (*i*) of salaries and wages separate from provident fund contributions and gratuities (*ii*) of contractor's labour in different branches; (*c*) statistics of labour turnover, and absenteeism (showing whether due to sickness or otherwise) should be maintained and analysed (page 172).	
CHAPTER XI.—Transport Services and Public Works. 154. (*a*) For a period of 12 months no fresh continuous discharge certificates should be issued, unless the Shipping Master is satisfied that the recruit is required for employment and that suitable men are not already available; (*b*) Thereafter continuous discharge certificates should be issued only to persons for whom posts are available and unnecessary recruiting should be discouraged; (*c*) If necessary, after a suitable break there should be a further period of 12 months in which recruitment is again restricted (page 179).	Implemented with certain reservations. The Government of India have decided that no fresh continuous discharge certificates should be issued unless the Shipping Master is satisfied that the recruit is required for employment and suitable men are not already available. An exception may, however, be made in the case of minor relatives of senior ratings taken on voyages to commence their sea career. The Government of India feel that the period during which the restriction should be maintained must depend on the measure of success achieved in reducing unemployment, and in order to enable them to decide whether the stage has been reached when a relaxation of the restriction may be permitted, they desire that an annual report should be submitted to them by the District Principal Officers :— (1) giving an appreciation of the position in regard to unemployment among seamen; (2) indicating how far the methods adopted have been effective in checking fresh recruitment; and (3) containing an expression of opinion as to whether the position has sufficiently improved to make it desirable that fresh recruitment should be regulated in accordance with part (*b*) of the recommendation.
155. Shipping Masters should be authorised forthwith to exclude from the register all seamen who have not been in employment for a period of three years and, to begin with, a seaman should be struck off the register automatically on the expiry of three years from his last discharge. The period of three years should be steadily reduced to 18 months, but the latter period may be altered, if necessary, in consultation with representatives of shipowners and seamen (pages 179-180).	While the Government of India are of opinion that the adoption of this recommendation is impracticable in existing circumstances, they have decided that Shipping Masters should exert their influence in the direction of discouraging the employment of seamen with no entries in their Continuous Discharge Certificates for three or more years. Under such a system of restricted recruitment there may be the strongest possible inducement to seamen to make false entries in their Continuous Discharge Certificates and it is suggested therefore that special attention be paid to the scrutiny of the men's certificates.

Action taken on recommendations not disposed of.

Second part. Under consideration.

Under consideration.

Under consideration.

Recommendations.	Action taken on recommendations disposed of.
CHAPTER XI.—Transport Services and Public Works.—*contd.*	
156. Shipping companies should have liberty of choice from men who have been in their employment within a specified period. To begin with, this period should be 2 years, but it should be steadily reduced to 9 months. This latter period may also be altered, if necessary, in consultation with representatives of both sides (page 180).	After discussion with the representatives of Steamship lines and Seamen's Unions, the Government of India have decided that no action need for the present be taken on these recommendations.
157. If a shipowner is unable to fill his crew from those of whom he is entitled to make free choice, he should be required to take men selected from the register by the Shipping Office (page 180).	See remarks against item 156.
158. The licences granted under section 24 of the Indian Merchant Shipping Act should not be renewed (page 181).	The Government of India have accepted the principle of this recommendation, and to start with they have decided that the licenses of the Shipping Brokers at the port of Calcutta should be withdrawn. The Brokers, however, should be given twelve months' clear notice of the action proposed to be taken.
159. (*a*) Shipping Masters should encourage seamen to use the provisions of the Indian Merchant Shipping Act relating to the allotment of wages; (*b*) The Shipping Office should remit the amount of the allotment by money order (page 181).	(*a*) *and* (*b*).—The Government of India have accepted this recommendation, and have issued the following instructions for the guidance of Shipping Masters :— (*i*) Seamen should be informed of the existence of the provisions of the Indian Merchant Shipping Act, 1923, relating to allotment of wages. For this purpose notices which should be reproduced in the local vernaculars drawing attention to section 53 of the Act, should be placed in a conspicuous position in every Shipping Office. (*ii*) Seamen should be encouraged by Shipping Masters to make more extensive use of these provisions. Active propaganda among seamen falls within the sphere of seamen's Unions and should be left to them, but Shipping Masters should help (*a*) by issuing a circular to Steamship Companies drawing their attention to the relevant provisions of the Act and pressing on them the desirability of providing all reasonable facilities for men who desire to make an allotment, and (*b*) by using their influence to secure the agreement of shipowners to the insertion of the stipulation in regard to the allotment of wages in cases in which the stipulation is desired by the men. (*iii*) The amount of the allotment should be remitted regularly by the Shipping Office by money order to the name and address of the person named in the allotment note, the money order commission being deducted from the amount of the allotment.
160. Government should enquire into the alleged delays between signing on and actual engagement and between discharge and final payment. The possibility of reducing the maximum period for the payment of wages on discharge and also of signing on taking place in the Shipping Office should be considered (pages 181-2).	First part—Accepted. The Government of India desire that Shipping Masters should investigate and report on any case coming to their notice where an undue delay occurs between signing on and actual engagement and between discharge and final payment. Second part—Rejected. The Government of India have decided that no change in the existing practice in regard to the signing on of lascars taking place in the Shipping Office need be made.
161. Consideration should be given to the provision in ports of welfare institutions for Indian seamen (page 182).	

Action taken on recommendations not disposed of.



Owing to the existing financial position, it is not possible to take action in this direction for the present.

Recommendations.	Action taken on recommendations disposed of.
CHAPTER XI.—Transport Services and Public Works—concld.	
163. The practice of nominating a representative of labour on Port Trusts should be extended to all the major ports (page 184).	
164. With a view to decasualisation and to secure more equitable distribution of employment, a system of registration of dock labour should be introduced in each of the main ports, supervised and controlled by the port authority assisted by representatives of shipowners, stevedores and labourers.	
169. Public Works contracts should stipulate :— (*a*) the wages to be paid, and (*b*) a minimum age for employment not less than 12 years (page 192).	Implemented. The Government of India have decided that all future contracts for works in charge of the Public Works Department under the Central Government should stipulate— (*a*) that no labourer below the age of 12 years shall be employed, and (*b*) that the contractor shall pay his labourers not less than the wages paid for similar work in the neighbourhood. Orders to this effect were issued in February, 1932. Similar orders were issued in April, 1932, in respect of all future contracts in charge of the Military Engineering Services.
170. In regard to large construction works whether carried out departmentally or by contract :— (*a*) the Medical and Public Health Departments should be consulted beforehand ; (*b*) rules should be framed as to housing, sanitation and medical treatment and facilities ; (*c*) the Medical Department should be responsible for the workers' health (page 192).	Implemented. The Government of India have decided that in all cases where a large amount of labour is to be employed on public works under the Central Government the public health and medical authorities should invariably be consulted in regard to housing and sanitary arrangements and medical facilities for the labourers and that these authorities should from time to time inspect these arrangements and report to Government any case in which the officer in charge of the work finds himself unable to accept any important suggestions made by them. Orders to the above effect were issued in February, 1932. The recommendation has also been adopted in the case of contracts in charge of the Military Engineering Services where provision for a part of the recommendation already existed.
171. The possibilities of the wider application of deaprtmental working should be considered by the Public Works Departments generally (page 193).	Rejected. The Government of India have decided that the existing policy should not be reversed.
CHAPTER XIII.—Indebtedness.	
181. All railway administrations should make persistent efforts to help their workers by means of co-operative credit. A study should be made of the methods adopted on the Bombay, Baroda and Central India Railway (page 228).	Co-operative credit societies have been formed on all Class I State-managed and Company-managed railways and a lower paid staff loan fund has been instituted on the E. I. and N. W. Railways.

Action taken on recommendations not disposed of.

Further consideration postponed pending the introduction of the new constitution.

The Government of India have provisionally accepted the suggestion and decided that as an experiment a system of decasualisation may be adopted at one or two ports where the evils of casual employment are most pronounced. They accordingly requested the Governments of Bombay and Burma to ask the Port Trusts, Karachi and Rangoon, to explore the possibility of formulating a suitable scheme on the lines recommended by the Commission. The Government of Burma have consulted the Port Commissioners, Rangoon, and a further report from the local Government of the action taken is awaited. The Karachi Port Trust have investigated the scheme and have found it difficult to introduce any system of registration of individual labourers which involves a departure from the present gang system in force at that port. The employers of labour and the Chamber of Commerce, Karachi, are also at present unanimously opposed to such a change. As a beginning, however, the Port Trust have suggested the registration of overseers or sarangs and gangmen or tindals. The Government of India have asked the Government of Bombay to reconsider the matter.



Recommendations.	Action taken on recommendations disposed of.
CHAPTER XIV.—Health and Welfare of the Industrial Worker.	
194. India should have an Institute of Nutrition, as recommended by the Agricultural Commission, with a Director and sufficient number of qualified assistants. Publicity work should be part of its functions, propaganda material being prepared under supervision of the Director in consultation with provincial Public Health Departments (page 251).	Action postponed indefinitely for want of funds to meet the expenditure involved by the recommendation.
198. Medical inspectors of (factories and) mines should devote special attention to industrial disease (page 253).	See remarks against item 109 (*c*) in so far as mines are concerned. See also remarks against this item in Part IV.
199. Industrial health research should be entrusted to the Indian Research Fund Association (pages 253 and 254).	See remarks against item 194.
203. (*b*) Every railway administration should employ a full-time malariologist and should give a lead in anti-malarial activities to the local bodies in their areas (page 257).	Except on the E. B. and B. N. Railways which pass through country where malaria is specially rife and where, therefore, a whole-time malariologist is provided, the Railway Board consider that such an appointment is not justified and financial stringency at present rules it out. As regards giving a lead to local bodies, the Board consider that as the railways occupy but a narrow strip of land it is for the local bodies to give the lead. Suitable anti-malarial measures are, however, taken by various railway administrations. The conclusions of the Board have been communicated to the Agents of the principal railway administrations.
212. All methods should be explored that may lead to the alleviation of existing hardships arising from the need of provision for sickness (page 265).	
(*a*) Material should first be collected for the framing of an estimate of the incidence of sickness among workers, special statistical inquiries being instituted in selected centres as soon as possible (pages 266 and 267).	
(*b*) Assistance might be obtained from (*i*) railways and Government factories, (*ii*) employers who already have sickness benefit schemes, (*iii*) experiments voluntarily conducted by employers (page 267).	
(*c*) The statistics should be collected with expert medical and actuarial advice and the co-operation of employers and representatives of workers (page 267).	

Action taken on recommendations not disposed of.



Under consideration.

Recommendations.	Action taken on recommendations disposed of.
CHAPTER XIV.—Health and Welfare of the Industrial Worker—concld.	
(*d*) The preliminary enquiries might be conducted by the Government of India who might secure for the purpose a small informal committee from the Central Legislature including representatives of capital and labour. These with medical, actuarial and statistical assistance should be able to advise as to the nature of the statistics required, the centres where they might be collected, the sources from which, and the means whereby, they should be obtained (page 267).	
(*e*) Thereafter the question of framing schemes should be referred to a formal committee with instructions to examine the material and to make recommendations for the institution, if and where possible, of definite schemes (page 267).	
(*f*) Pursuing the line of building on existing foundations the Commission commend for examination the outline of a tentative scheme based on separate medical provision, possibly by Government, and financial benefits in the form of paid sick leave given through employers on the basis of contributions by themselves and by the workers (page 268).	
CHAPTER XV.—Housing of the Industrial Worker.	
213. (*f*) The decision to abandon the practice of permitting workers at Giridih to build and repair their own houses should be reconsidered (page 281).	Rejected. The Railway Department concurs in the view expressed by the Agent, E. I. Railway, that it was in the interests of the workers themselves that this policy was adopted, miners not being skilled builders in brick and stone. The Railway Board, on reconsideration of this question, do not propose to change the existing practice.
217. Railway housing : increased provision of houses should be arranged for as rapidly as possible and more regard should be paid to Indian preferences in design (page 284).	Accepted. The Railway Department concurs in the view expressed by the Agents of Railways that increased housing is necessary but that this is largely a matter of finance. Where possible, Indian preferences in design are studied. These conclusions have been communicated to the Agents of principal railways.
CHAPTER XVI.—Workmen's Compensation.	
235. (*a*) Steps should be taken to ensure that the agreement to pay compensation in accordance with the Indian Act is obligatory on all shipowners engaging Indian seamen and that dependants are capable of enforcing this agreement (page 300).	
246. (*c*) Shipping Masters should transmit to the Commissioner copies of reports of fatal accidents to seamen on the high seas (page 312).	Implemented. The authorities concerned have been asked to instruct Shipping Masters accordingly.

Action taken on recommendations not disposed of.



The proposal will involve and amendment of the Indian Merchant Shipping Act, 1923, and the Government of India have decided to defer its consideration pending the reform of the constitution.

Recommendations.	Action taken on recommendations disposed of.
CHAPTER XVII.—Trade Unions.	
259. Government should take the lead, in the case of their industrial employees, in making recognition of unions easy and in encouraging them to secure registration (page 326).	Implemented. Revised rules on the subject have been issued.
CHAPTER XVIII.—Industrial Disputes.	
270. In the remaining period for which the present Act will be in operation, Government should lose no opportunity of utilising their power to appoint Boards or Courts when they believe that this action will serve some useful purpose (page 345).	Noted. The Act has been extended in definitely, and its general amendment is being considered.
CHAPTER XIX.—The Plantations.	
275. No further legislation making a breach of contract of service a criminal offence should be countenanced (page 356).	Noted. The Coorg Labour Act expired on 1st April 1931, and the repeal of Act VI of 1901 by Act XXII of 1932 removes the last of the Acts which contained such provisions.
CHAPTER XX.—Recruitment for Assam.	
282. In areas not inhabited by aboriginals the Government of India, in consultation with provincial Governments and the industry, should consider whether the restrictions over forwarding should not be dispensed with. In all controlled areas the position should be reviewed after the expiry of five years (page 372).	Noted. Act XXII of 1932 which repealed all the former restrictions on forwarding provides for the imposition of restrictions where necessary at the discretion of the local Governments concerned subject to the control or the previous sanction of the Governor-General in Council (*vide* Sections 16 and 26 of the Act).
CHAPTER XXIII.—Burma and India.	
324. A policy of decasualisation for dock labour in Rangoon is urgently needed (page 433).	
325. There should be a medical inspection of emigrants in India before embarkation (page 433).	
330. As soon as a decision has been taken regarding the constitutional position of Burma, the question of immigration should be examined by the Governments of India and Burma in consultation with all the interests concerned (page 441).	
CHAPTER XXIV.—Statistics and Administration.	
334. (*a*) Statistics should be compiled separately in respect of perennial and seasonal factories (page 443).	(*a*) Implemented. The factory statistics now published give separate particulars for perennial and seasonal factories.

Action taken on recommendations not disposed of.



See remarks against item 164.

The Government of India have decided that no action is desirable at present.

Noted. Action will be taken accordingly.

Recommendations.	Action taken on recommendations disposed of.
CHAPTER XXIV.—Statistics and Administration—concld.	
(*b*) Government should examine the possibility of obtaining from the factory owner the total number of persons employed in his factory for not less than one month in a year (page 443).	(*b*) Rejected. After consulting some of the major provinces, Government have come to the conclusion that it is not practicable to insist on the supply of the figures in question in present circumstances.
335. An examination should be made of the causes of delay in the publication of labour statistics with a view to devising a method which will ensure more prompt publication (page 444).	Implemented. The causes of delay in the publication of labour statistics were examined and measures taken to ensure more prompt publication.
336. The possibility of obtaining figures of the total number employed wholly or part-time in the coal mines should be examined (page 444).	Implemented. The Indian Coal Mines Regulations have been amended so as to require owners of coal mines to submit a return annually of the total number of persons attending work in the mine on a selected day in the month of February and of those who ordinarily work in the mine but were prevented by sickness or other cause from attending work on that day *vide* Notification of the Government of India, Department of Industries and Labour, No. M.-1265, dated the 25th April 1933. This would give a reasonable approximation to the total number employed during the year.
339. A summary should be published by the Government of India of the annual returns received from provincial Governments on the working of the Trade Unions Act (page 445).	Implemented.
348. A Labour Commissioner should be appointed for the Central Government (page 454).	
CHAPTER XXV.—Labour and the Constitution.	
349. Legislative powers in respect of labour should continue with the Central Legislature and the Provincial Legislature should also have power to legislate. Labour legislation undertaken in the provinces should not be allowed to impair or infringe the legislation of the centre, or its administration (pages 461-2).	
350. If special constituencies are to remain a feature of the Indian constitution, labour should be given adequate representation in the Central and Provincial Legislatures (page 463).	The question was examined by the Indian Franchise Committee and the communal award of His Majesty's Government has given effect to the recommendation so far as the provincial councils are concerned.
351. The method which is most likely to be effective in securing the best representatives of labour is that of election by registered trade unions. A special tribunal should be set up in each province to determine before election the weight which should be given to each registered trade union (page 464).	The question was examined by the Indian Franchise Committee who recommended a combination of trade union constituencies and special constituencies.

Action taken on recommendations not disposed of.

Not yet examined as apart from the difficulties attendant on the creation of any new appointment at present, the nature of the responsibilities falling on the Central Government in the future in respect of labour is still uncertain.



Relates to the future constitution now under consideration.

Recommendations.	Action taken on recommendations disposed of.
CHAPTER XXV.—Labour and the Constitution—contd.	
353. Industrial Council :—	
(*a*) In the frame-work of the future constitution, provision should be made for an organization (the Industrial Council), which would enable representatives of employers, of labour and of Governments to meet regularly in conference to discuss labour measures and labour policy (pages 467-8).	
(*b*) The Council should be sufficiently representative but not too large. The representatives of labour should be elected by registered trade unions, and where there are no registered trade unions of any size they should be nominated by Government. The employers' representatives should also be elected by associations of employers, whose voting power should be approximately proportionate to the number of workers which their members employ (page 467).	
(*c*) The Council should meet annually and its President should be elected at each annual session. The Secretary of the Council should be a permanent official responsible to it for the current business throughout the year (page 468).	
(*d*) Functions of the Council :	
(*i*) to examine proposals for labour legislation referred to it and also to initiate such proposals (page 468).	
(*ii*) to promote a spirit of co-operation and understanding among those concerned with labour policy, and to provide an opportunity for an interchange of information regarding experiments in labour matters (page 469).	
(*iii*) to advise the Central and Provincial Governments on the framing of rules and regulations (page 469).	
(*iv*) to advise regarding the collection of labour statistics and the co-ordination and development of economic research (page 470).	

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Action taken on recommendations not disposed of.

See remarks against item 349.

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Recommendations.	Action taken on recommendations disposed of.
CHAPTER XXV.—Labour and the Constitution—concld.	
354. If labour legislation is central, the authority finally responsible for such legislation must be the Central Legislature. If labour legislation is to be decentralised, some co-ordinating body will be necessary. The decisions of the Council could not be given mandatory power, but in certain circumstances it might be made obligatory for Provincial Governments within a specified time to submit proposals for legislation to their respective legislature for a decision as to their adoption or rejection (page 471).	
355. Votes in the Industrial Council should be recorded separately in three groups, one including employers' representatives, one workers' representatives and one the remaining members (page 471).	
356. Where there is the danger of establishments being transferred to Indian States in order to escape regulation, an effort should be made to obtain the co-operation of the adjoining States (page 474).	Noted.
357. (*a*) The possibility of making labour legislation both a federal and a provincial subject should be considered.	
(*b*) If federal legislation is not practicable, efforts should be directed to securing that, as early as possible, the whole of India participates in making progress in labour matters.	
(*c*) For States in which there is appreciable industrial development, the Industrial Council should offer a suitable channel for co-operation (page 474).	

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Action taken on recommendations not disposed of.

See remarks against item 349.

See remarks against item 349.

See remarks against item 349.

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PART III.

Action taken or remarks made by the local Governments and Administrations concerned on the recommendations made by the Royal Commission on Labour involving provincial legislation.

(15th July 1934.)

N.B.—The page numbers at the end of each recommendation indicate the page of the report of the Commission on which that recommendation is made.

Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER III.—The Employment of the Factory Worker. 7. In applying compulsory education— * * * * * (*b*) It is desirable that the upper age-limit should be brought up to at least 12 years (page 29).	GENERAL REMARKS. The position in the North-West Frontier Province and Baluchistan is as indicated in the Second Report. **Madras.**—Accepted. The rules under the Madras Elementary Education Act, 1920, have been amended accordingly. **Bombay.**—Rejected. Raising of the upper age-limit would involve a change in the definition of 'elementary education' as given in section 2 of the Bombay Primary Education Act, 1923, would result in an increase in the number of standards to be taught in areas in which compulsion is introduced, and would consequently increase the cost of compulsion. The measure would also not be popular with the working classes. A Bill to give effect to the recommendation of the Commission was introduced by a private member in the Legislative Council and was rejected by the Council. **Bihar and Orissa.**—Rejected. The Ministry of Education, while not prepared to disagree with the recommendation to raise the upper age-limit to at least 12 years, does not consider it feasible to take any action at present because (1) the proposal is primarily made in the interests of the children of factory employees and there is no compulsion in any factory area in the province of Bihar and Orissa; (2) the proposal would necessarily involve additional expense which cannot be met at present; and (3) fresh legislation would be necessary for which the time is not opportune. **Central Provinces.**—Rejected. The Central Provinces Primary Education Act has been very carefully considered with reference to the requirements and possibilities of this province, but it is not considered necessary to amend it for the purpose of giving effect to the recommendation. **Assam.**—Rejected. At the present time this is entirely impracticable. **Ajmer-Merwara.**—Rejected. The system of compulsory education is not in force in Ajmer-Merwara, nor is there any possibility of such a system being introduced in the district in the near future.
CHPTER VIII.—Mines. 91. On land away from the collieries new tenancies with colliery service as a condition should be made illegal and existing tenancies examined by Government to see whether they can be equitably converted to rent holdings (page 119).	**Bengal.**—Rejected. The local Government hold that the use of coal cutting machinery has rendered the problem of securing labour in the Bengal coal mining areas far less acute, and that the practice of creating tenancies with colliery service as a condition is now obsolete. There is therefore no need for legislative action to prohibit the creation of new tenancies. The existing tenancies have been examined. The local Government are of the opinion that as long as the parties concerned are satisfied with the present arrangement, legislative interference by Government is neither necessary nor justified. **Bihar and Orissa.**—Rejected. The legislation proposed is not necessary. Under section 77 of the Chota Nagpur Tenancy Act the local Government has power, if there be any abuse in connection with these tenancies, to direct that such tenants will acquire occupancy rights in the holdings. *Note.*—No province other than Bengal and Bihar and Orissa is concerned.
110. The Jharia and Asansol Boards of Health should be called Boards of Health and Welfare and each should be enlarged so as to give increased representation to employers and to include representatives of the workers chosen where possible in consultation with their organisations and at least one woman member (page 133).	

Action taken by Local Governments on recommendations not disposed of.

Bengal.—Further consideration postponed. Compulsory primary education has been introduced so far in the Chittagong Municipality only. The necessary legislation cannot usefully be taken up until a larger number of municipalities have introduced compulsory education under the provisions of the present Act.

United Provinces.—Further consideration postponed. The raising of the age-limit to 12 years is not feasible at present as there are no funds to meet the cost of additional accommodation and staff that would be required for the additional pupils.

Punjab.—The report of the Compulsory Education Committee which discussed the recommendation is under consideration.

Burma.—Further consideration postponed pending action on the Compulsory Education Bill which has been dropped for the present on financial grounds.

Delhi.—Compulsory primary education has been introduced in the Delhi Municipality. To give effect to the recommendation of the Royal Commission involves the amendment of the provisions of the present Act, and this is under consideration.



Bengal.—Further consideration postponed pending the introduction of the Constitutional Reforms.

Bihar and Orissa.—Under consideration.

Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER XIV.—Health and Welfare of the Industrial Worker. 193. Municipal councils and local bodies should devote more attention to vital statistics and at least in the larger towns and more important industrial areas the appointment of medical registrars should be compulsory (page 250).	**Madras.**—Registration of vital statistics is compulsory in municipal areas and the Government have prescribed certain qualifications for the registrars employed by municipal councils. A qualified registrar will have some knowledge of the symptomology of the more common diseases and will ordinarily be able to record the exact cause of death. No additional medical knowledge seems necessary for the efficient discharge of the duties of a registrar. **Bombay, United Provinces and Assam.**—Finances do not permit of the appointment of medical registrars being made compulsory. **Central Provinces.**—During the course of his inspections the Director of Public Health checks vital statistics of all places visited by him and draws the attention of the authorities to the irregularities noticed. These frequent inspections have considerably improved the registration of vital statistics. In rural areas the checking of vital statistics is done by Revenue and Police Officers, Vaccination staff, Civil Surgeons and their assistants. The local Government agree that there should be medical registrars in the larger towns but do not consider that it would be worth while to press this point on local bodies at present. **Burma.**—Accepted in principle. **Ajmer-Merwara.**—There are only two large municipalities, *viz.*, Ajmer and Beawar. These bodies have taken steps to ensure the efficient registration of vital statistics. **Delhi.**—There is a separate department in the Delhi Municipality for the registration of births and deaths and four Sub-Assistant Surgeons are employed to record the exact cause of death.
196. Adulteration of Foods Acts should be in force in all provinces and local Governments should endeavour to make their provisions more widely applicable. Severer penalties should be provided and a clause regulating importation and sale of condensed skimmed milk should, if possible, be incorporated (page 252).	**Bengal.**—Accepted. The Bengal Food Adulteration Act, 1919, as amended, has been extended to the whole of Bengal. Section 407 of the Calcutta Municipal Act, 1923, as amended, read with the provisions for penalties in Chapter XXXVI of the Act, provides for prohibition of the sale of condensed milk unless of standard quality. **United Provinces.**—Accepted. The United Provinces Prevention of Adulteration Act is already in force and widely applicable, and a more severe penalty has been provided by incorporating in the Act a provision to the effect that in all cases of prosecution under the Act which result in conviction, a sum of Rs. 15 shall also be levied in addition to any fine the Court may otherwise levy, and that this sum shall be credited to Government as the cost of analysing the sample. **Bihar and Orissa.**—First part. Partially implemented. The Bihar and Orissa Prevention of Adulteration Act is in force in all municipalities, except four, and in all industrial areas including the Jharia Mines Board area and Jamshedpur, but excluding the Hazaribagh colliery area. The Director of Public Health agrees that it would be no use extending it to the Hazaribagh Colliery area until a Board of Health is constituted there. It has been found that it is of no practical use to extend the Act to rural areas, because the taking of samples systematically and honestly is impracticable. The Act is already in force in half a dozen larger union boards and in certain areas where there are *melas;* but these are not industrial areas. **Central Provinces.**—Accepted. The Central Provinces Prevention of Adulteration Act is in force in the province and the local bodies have already been requested to make its provisions widely applicable in their respective areas. Many municipalities have extended the provisions of the Act to certain articles of food in their jurisdictions. The Act provides for adequate penalties and includes provisions for regulating the sale of concentrated milk.

Action taken by Local Governments on recommendations not disposed of.

Bengal.—Further consideration postponed pending ~~of~~ the introduction of the constitutional reforms.

Punjab.—The possibility of requiring the Municipal Committees of the larger towns (*e.g.*, Lahore and Amritsar) to appoint medical registrars is under examination.

Bihar and Orissa.—Government are experimenting to discover whether vital statistics can be safely handed over from the police to the municipal commissioners in the towns and intend to hand over the duty if it can be done without any loss of efficiency. In the few towns where there are medical officers of health the suggestion will be made that these officers should be appointed registrars, but the need for appointing medical registrars at present is not an urgent one, as medical men are rarely called in either at birth or at death, and the law requires no medical certificate to be produced in case of death.

Madras.—The Madras Prevention of Adulteration Act, 1918, has been extended to 57 local areas including the Madras City. The reports of the Government Analyst for the last two years show that a vigorous application of the provisions of the Act is being made by the local bodies concerned and that there has been a steady decline in the percentage of adulteration of food stuffs.

Revised Rules under the Act were issued during 1932. A comprehensive memorandum of instructions for the officers working the Act was issued in May 1934. Proposals for the amendment of certain sections of the Act are under consideration.

Bombay.—The Bombay Prevention of Adulteration Act, 1925, has been applied so far to the cities of Bombay, Karachi, Ahmedabad and Surat. The question of amending the Act and rules with a view to prevent effectively the adulteration of several articles of food especially *ghee* and milk is under consideration.

Punjab.—A Pure Food Act is already in force in this province. It has been extended so far to eight municipalities and two districts. The Act provides the penalties desired by the Labour Commission. At present there is no clause under theAct regulating the importation and sale of condensed skimmed milk, but to prevent the sale of this milk standards are being worked out which will be incorporated in the rules framed under the Act.

Burma.—In 1928, the Food and Drugs Act was passed. Notifications were issued in October, 1930, under section 1 of the Act applying sections 2 to 8 of the Act to ten municipalities in Burma in respect of condensed and fresh milk, butter and ghee. Draft rules framed by the Public Analyst prescribing standards of purity for milk, tea and edible oils are at present under consideration. In addition the Adulteration of Ghee Act, 1917, is in force throughout Burma.

Bihar and Orissa.—Second part. The Director of Public Health is of opinion that the penalties in the Bihar and Orissa Prevention of Adulteration Act are adequate. The penalty for a first offence is a fine of Rs. 100 and for a second offence a fine of Rs. 500 or three months' imprisonment or both. The Assistant Directors of Public Health have been instructed to examine the question of adequacy of sentences passed.

Action is being taken to give effect to the third recommendation.

Ajmer-Merwara.——The Punjab Pure Foods Act, 1929 has been applied as a tentative measure in the first instance to the Ajmer municipal area. It is proposed to consider the question of applying the Act to the whole district of Ajmer-Merwara in due course in the light of experience gained in the Ajmer municipal area.

Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER XIV.—Health and Welfare of the Industrial Worker—*contd.*	**Assam.**—Implemented.
	Delhi—Implemented. The Punjab Pure Foods Act, 1929, has been extended to the province of Delhi and its provisions have been applied to the Delhi municipal area. To enforce the provisions of the Act the Delhi Municipality has appointed a qualified Assistant Medical Officer of Health and Public Analyst.
	Coorg.—The introduction of an Adulteration of Foods Act has been deferred on account of financial stringency.
201. Comprehensive Public Health Acts should be passed in all provinces (page 255).	
204. * * * * * Public Health Acts and percentage grants should enable Government to supervise, inspect and insist on all minimum standards (page 259).	
211. Maternity benefit legislation should be enacted throughout India on the lines of the schemes operating in Bombay and the Central Provinces (pages 263-64).	**Bombay.**—Implemented. The Bombay Maternity Benefit Act of 1929 is already in existence in the Bombay Presidency. The recommendations have been given effect to by the Bombay Maternity Benefit (Amendment) Act, V of 1934.
(*a*) Legislation should be confined to women employed full time in perennial factories covered by the Factories Act (page 263).	**Burma.**—Rejected. Burma is not ripe for such legislation owing to the small number of women concerned and the fact that some of these already receive benefits.
(*b*) The scheme should be non-contributory; in the first instance the entire cost of benefit should be borne by the employer (page 264).	**Ajmer-Merwara.**—Implemented. The Bombay Maternity Benefit Act, 1929 (Act VII of 1929), has been extended to Ajmer-Merwara and the rules issued thereunder.

Action taken by Local Governments on recommendations not disposed of.

Madras, Bengal, United Provinces and Assam.—Action deferred pending the introduction of the constitutional reforms.

Bombay, Punjab and Central Provinces.—Under consideration.

Burma.—The Burma Municipal Act, 1898, has been amended by the Burma Municipal (Public Health) Amendment Act, 1931. This amended Act which came into force on the 1st July, 1931, provides for dealing with Public Health matters in urban areas in a much more comprehensive manner than hitherto. There are similar provisions in the City of Rangoon Municipal Act. The Public Health and Medical Departments are being consulted further on the recommendation.

Bihar and Orissa.—A bill to amend the Bihar and Orissa Municipal Act, so as to provide for the compulsory notification of certain infectious diseases is under the consideration of Government.

Coorg.—Noted for action.

Ajmer-Merwara and Delhi.—Action deferred until the neighbouring major provinces move in the matter.

Madras, Bombay, Bengal and Coorg.—See remarks against item 201.

United Provinces.—Percentage grants are given and powers of inspection and control reserved in such cases.

Punjab.—No Public Health Act has yet been drafted. Meanwhile existing facilities are generally adequate.

Burma.—The Public Health and Medical Departments have been consulted but the whole problem is bound up with the question of the future medical organisation in Burma. All expedients possible in this time of financial stringency are being used.

Bihar and Orissa and Delhi.—Under consideration.

Central Provinces.—The contribution of grants is as a rule accompanied by conditions intended to secure the attainment of minimum standards.

Assam.—The requirements of each urban area in regard to sanitation are known and Municipal Boards have been assisted by Government grants to carry out important works of drainage and water supply. There are a few industrial centres like Digboi where surveys might be useful, but Government are not now in a position to give percentage grants to employers of labour in such centres.

Ajmer-Merwara.—Postponed for the present owing to acute financial stringency.

Madras.—A non-official Bill on the lines of the Central Provinces Act has been introduced in the Legislative Council. The Bill will be amended in the Select Committee stage so as to meet Government requirements.

Bengal.—The schemes of maternity benefit operating in Bombay and the Central Provinces have been examined and a Bill on the lines of these Acts has been prepared by the local Government. In view of the revision of the Indian Factories Act, and also because of the present industrial position in this Presidency further consideration of the Bill has been held in abeyance for the present.

United Provinces.—A draft bill on the lines recommended has been prepared and circulated to Chambers of Commerce for opinion.

Punjab and Delhi.—Under consideration.

Bihar and Orissa.——Not yet taken up.

Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER XIV.—Health and Welfare of the Industrial Worker—*concld.* (*c*) Government should have power to exempt individual firms whose existing schemes are at least as liberal as those contained in the Act (page 264). (*d*) In the event of any general scheme of social insurance being adopted, maternity benefits should be incorporated and the cost shared by the State, the employer and the worker (page 264). (*e*) The rate of benefit given by the Central Provinces Act is suitable for general application (page 264). (*f*) The maximum benefit period should be 4 weeks before and 4 weeks after child-birth (page 264). (*g*) The qualifying period should in no case be less than 9 months and might be fixed at 12 months (page 265). (*h*) The more closely benefit can be linked with treatment the better: probably the best method is to give benefit in any case and to add a confinement bonus only if a trained midwife or hospital treatment is utilised. Failure to use existing facilities should not disqualify the applicant, but bonus and benefit together should not exceed the amount laid down in the Act (page 265). (*i*) The administration of the Act should be entrusted to the factory inspection staff and, wherever possible, to women factory inspectors (page 265).	
CHAPTER XV.—Housing of the Industrial Worker. 222. Town-planning Acts are urgently required in the Bombay and Bengal Presidencies and would be useful in other provinces: if the Madras Act is ineffective it should be made adequate. These Acts should provide for the acquisition and lay-out of suitable areas for working class housing, the opening up and reconstruction of congested and insanitary areas; Government grants and loans to approved schemes: the "zoning" of industrial and urban areas (pages 288-289).	**Madras.**—The Madras Town Planning (Amendment) Act came into force from 8th April, 1930, and further amendment is considered unnecessary. The execution of town planning schemes by local bodies will meet the needs of the working class as well as those of other classes. But no real improvement in the housing of the working classes appears possible unless Government grant subsidies. The question of subsidies cannot be considered in the present state of provincial finances. As regards "zoning" of industrial areas, orders have already been issued advising all municipal councils and union boards to set apart in consultation with the Director of Town Planning and the local health officer separate areas for industrial development. Industrial areas have so far been fixed in 36 municipalities and 75 panchayat towns in accordance with the instructions issued by Government. **Bombay.**—(1st part). There is already a Town Planning Act enacted for the Presidency. The Act was first extended to the Island of Salsette and thereafter to other areas in the Presidency where the local authorities decided to make town planning schemes. As a result several town planning schemes have been made in various parts of the Presidency. Under the provisions of this Act lands can be reserved and laid out for working class houses.

Action taken by Local Governments on recommendations not disposed of.

Central Provinces.—The Central Provinces Maternity Benefit Act has been commended as a suitable one for other provinces to copy. Further experience of the working of the Act is awaited, and when the necessity of any amendment of the Act is felt the minor suggestions of the Commission will be taken into consideration.

Assam.—In Assam most tea concerns already voluntarily give substantial maternity benefits. Provincial Legislation not proposed at present.

Coorg.—See remarks against item 201.



Bombay.—(2nd part). The question of further amending the Bombay Town Planning Act to provide for the opening up and reconstruction of congested and insanitary areas is under consideration of Government.

Bengal.—Further consideration of the Bengal Land Development Bill, 1927, which covers this recommendation has been held in abeyance till after the introduction of the impending reforms.

Ajmer-Merwara.—The question of introducing legislation of a simple kind on the lines of the Madras Town Planning Act, 1930, is under consideration.

Delhi.—A town planning scheme is at present under the consideration of the Delhi Municipal Committee which is already taking action in regard to the opening up of congested and insanitary areas. The question of Government loans to approved schemes is under the consideration of the Government of India. The recommendation regarding the zoning of industrial areas has been brought to the notice of the municipal bodies.

Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER XV.—Housing of the Industrial Worker—*contd.*	
	United Provinces.—The provisions of the United Provinces Town Improvement Act, 1919, are sufficient for the present. The attention of all municipal boards and improvement trusts was invited to the advantages of the zoning of industrial areas. Some attempts have been made in this direction by the Cawnpore Improvement Trust. **Punjab.**—Legislation (The Punjab Town Improvement Act, 1922) already exists on the subject in the province. For various reasons, however, it has not yet been found possible to bring this Act into operation in any of the towns of the province. To some extent town planning is already controlled by means of building schemes under section 192 of the Punjab Municipal Act, 1911 ; and in the Punjab Canal Colonies the new market towns are carefully planned with due consideration to requirements of public health. **Burma**—No action is necessary at present. **Bihar and Orissa.**—Rejected. There is little scope in this province for such measures (except in towns affected by the earthquake where special measures are being taken). The biggest industrial town—Jamshedpur—is laid out on up-to-date town-planning lines. **Central Provinces.**—There is no Town-planning Act in force in this province but the Central Provinces Municipal Act contains the necessary provision. Schemes for town extension prepared by local bodies are submitted for the scrutiny and approval of the Public Health Board. Such schemes include those for labour colonies and extension of towns and villages. **Assam.**—Rejected. Under existing conditions no town planning legislation is required in Assam in the interest of the industrial workers.
223. (*a*) The provision of working class housing should be a statutory obligation on every Improvement Trust. (*b*) It should be possible for Improvement Trusts to provide land, roads, sewers and sanitary conveniences for new areas, but street lighting and water mains should be a charge on municipalities (page 289).	**Madras.**—There are no Improvement Trusts at present except the Madras City and Suburban Town Planning Trust which is not actually functioning. Under Sections 250 of the Madras District Municipalities Act, 1920, and 194 of the Madras Local Boards Act, 1920, Municipal Committees and Local Boards can exercise necessary control for maintaining industrial areas in a proper sanitary condition. **Bombay.**—(*a*) Many of the chawls already constructed by the late Development Department and the Bombay Improvement Trust are lying vacant and there is no likelihood of any demand for more accommodation for the poorer and working classes in the City of Bombay for many years to come. In the Bill for the amalgamation of the Improvement Trust with the Municipality it has been provided that it shall be the duty of the Corporation to execute with due diligence the Poorer Classes Accommodation Scheme which remains unexecuted on the date on which the Amending Act comes into operation. No provision regarding new schemes has been made in the amending Act. (*b*) The Bombay Municipal Corporation and the Improvement Trust have given effect to this recommendation so far as their funds could permit. **Bengal.**—A reference is invited to Sections 47 (2) (F), 52, 78 and 78A of the Calcutta Improvement Act, 1911, as amended. No further action is considered necessary in Bengal. **United Provinces**—(*a*) The United Provinces Town Improvement Act, 1919, already empowers Improvement Trusts to provide suitable housing accommodation and no further action is considered necessary. The provision of roads and sanitary conveniences is also being attended to by the Cawnpore Improvement Trust. **Burma.**—(*b*) The Rangoon Development Trust has the necessary powers. *Note.*—There are no Improvement Trusts in other provinces.

Action taken by Local Governments on recommendations not disposed of.



United Provinces.—(*b*) Under consideration.

Burma.—(*a*) The problem of housing labourers in Rangoon has been considered by a conference and found to be more complex than it appears in the Royal Commission's Report. The Conference failed to reach agreement and Government has to wait now for the development of public opinion upon the different points of view taken by its members. See remarks against item 220 (*a*) in Statement IV.

Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER XV.—Housing of the Industrial Worker—*concld.*	
226. All Improvement Trusts should be placed in a position to recoup themselves from the enhancement of land values resulting from their activities (page 290).	**Madras and Bengal.**—See remarks against item 223. **Bombay.**—There are now no Improvement Trusts in this Presidency. The question was, however, considered whether local bodies generally should be empowered to levy betterment taxes on account of improvements made by them as suggested by the Indian Taxatiou Enquiry Committee and it was decided by Government that the question should be deferred for the present. **United Provinces.**—It has been decided to leave the initiation of the question of betterment of rates to the Trusts themselves. **Burma.**—The Rangoon Development Trust is in a position to recoup itself from the enhancement of land values resulting from its activities.
CHAPTER XXII.—Health and Welfare in Plantations.	
297. On all plantations managers should be required to maintain birth and death registers, and by inspection Government should ensure that these are reasonably accurate (page 405).	**Punjab.**—Rejected. There are no plantations of the type in question in the Punjab. Labourers employed in the tea gardens of the Kangra district live in their own home villages and are not concentrated in special settlements. The ordinary arrangements for health and welfare obtaining in the district are adequate for their needs. **Assam.**—Implemented.
302. Standard minimum requirements in regard to plinths, floor and cubic space, light and ventilation should be prescribed by the competent authority which should have the power to condemn insanitary houses. Standard type plans to suit varying conditions should also be prepared and made available to garden managements (page 408).	**Punjab.**—Rejected. See remarks against item 297. **Assam.**—Standard type plans of houses have been tried on many tea gardens, but have not always proved successful or been appreciated by the labourers. The method of giving money or materials to a labourer to build a house to suit himself has been tried in some gardens, and seems to have been successful. It is doubtful whether any standardisation is required in Assam. In any case the cost would be prohibitive.
309. Maternity benefits should be provided for by legislation. The cash benefit to the mother should ordinarily take the form of half her daily wage for a period of 4 weeks before and 4 weeks after child-birth. In addition a bonus of Rs. 5 should be given, except where the woman refuses to avail herself of the skilled services of a woman doctor or a trained midwife provided by the employer. In the case of plantation labour the condition of a qualifying period of employment should be dispensed with (page 412).	**Punjab.**—Rejected. See remarks against item 297.
316. (*a*) The Director of Public Health, his assistants and the district health officers should be *ex-officio* inspectors of plantations.	**Punjab.**—Rejected. See remarks against item 297.

Action taken by Local Governments on recommendations not disposed of.

Madras.—Under consideration.

Bengal.—See remarks against item 110.



Madras.—Under consideration.

Bengal.—See remarks against item 110.

Madras.—Under consideration.

Bengal.—See remarks against item 211.

Assam.—See remarks against item 211.

Madras.—Under consideration.

Bengal.—See remarks against item 110.

Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER XXII.—Health and Welfare in Plantations—*contd.*	
(*b*) As soon as a complete health service comes into being in Assam and Bengal, the inspecting powers of Civil Surgeons should be transferred to the officers of the Health Department.	**Assam.**—The Director of Public Health has been invested with powers of the Controller of Emigrant Labour under certain sections of the Tea Districts Emigrant Labour Act, 1932, and executive orders have been issued to enable him to exercise supervision over the health of labourers in transit.
317. (*a*) Boards of Health and Welfare should be established under statute for convenient planting areas (page 418).	**Punjab.**—Rejected. See remarks against item 297.
(*b*) Each Board should have a majority of planter representatives and should include a Collector or Deputy Commissioner from the districts covered, the Director of Public Health (or one of his assistants as deputy), the district health officer and persons nominated by the local Government to represent workers. It is desirable that the Board should include at least one woman member; the Protector of Immigrants should have the right to attend but not to vote (page 418).	**Assam.**—It is not possible to take any action on this matter at present.
(*c*) The area to be allotted to each Board will depend on local considerations, but Government should remain directly responsible for public health in adjoining areas which are interspersed with plantations (pages 419-420).	
(*d*) (*i*) Each Board should be financed by means of an annual cess levied on all plantations within its area. The cess may be based on the planted acreage or on the resident population, but the final decision as to the method to be adopted should be made after consultation between the local Governments and the industry (page 420).	
(*ii*) A rebate upto two-thirds of the cess collected should be made to estates according to a system of marks awarded by medical inspecting authorities for housing, medical facilities, anti-malarial work and other amenities of which they approve (page 420).	
(*iii*) Government, in consultation with the industry, should examine the possibility of transferring the accumulated balance at the credit of the Assam Labour Board, less all proper expenses involved in winding up its affairs, to the Boards of Health and Welfare in Assam (page 421).	

Action taken by Local Governments on recommendations not disposed of.

Madras.—Under consideration.

Bengal.—See remarks against item 110.

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Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER XXII.—Health and Welfare in Plantations.—*concld.*	
(*e*) The chief executive officer of the Board should be a whole-time experienced medical officer with public health qualifications (page 421).	
(*f*) In respect of maternity benefit legislation the Board should be the administrative authority for the area under its control (page 421).	
318. (*a*) The Act constituting the Boards and prescribing their procedure should detail, as far as possible, their duties and the matters in respect of which they may issue regulations. Before these are issued, they should be submitted to the local Government, which should have the power to refer them back to the Board with suggestions for their amendment. In the case of regulations dealing with certain important matters, such as the provision of drinking water, conservancy, sanitation, drainage, medical facilities and the prescribing of minimum standards of new housing accommodation, the local Government should have the power either to approve them or to modify them in such manner as it thinks fit. In the case of other regulations the local Government should not have the power to modify or supersede the regulations proposed by the Board (pages 421-422).	**Punjab.**—Rejected. See remarks against item 297. **Assam.**—See remarks against item 317.
319. District health officers should act as Government inspectors of plantations and should be empowered to deal with breaches of public health laws and regulations on estates (page 423).	**Punjab.**—Rejected. See remarks against item 297. **Assam.**—Government cannot at present afford District Health Officers of a standing and qualifications at least equal to the medical staff employed by the Industry.

Action taken by Local Governments on recommendations not disposed of.

Madras.—Under consideration.

Bengal.—See remarks against item 110.



Madras..—Under consideration.

Bengal.—See remarks against item 110.


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PART IV.

Action taken or remarks made by the local Governments and Administrations concerned on the recommendations made by the Royal Commission on Labour requiring administrative action on their part

(15th July 1934.)

N.B.—1. The page numbers at the end of each recommendation indicate the page of the report of the Commission on which that recommendation is made.

2. Recommendations printed in italics are not included in the Summary of Recommendations in the report.



Recommendations.	Action taken by Local Governments on recommendations disposal of.
CHAPTER III.—The Employment of the Factory Worker. 6. The education of the industrial worker should receive special attention, but, in preference to concentrating on the education of half-timers, employers should try to develop the education of their workers' children in their factory schools (page 28).	GENERAL REMARKS. The position in the North-West Frontier Province and Baluchistan is as indicated in the Second Report. **Madras.**—As there is no prohibition against the admission of children in industrial areas into common schools, no special facilities have been considered necessary. The question of rendering financial assistance to factory schools has been deferred for consideration after normal financial conditions are restored. **Bombay.**—The recommendation has been brought to the notice of all local authorities and prominent employers of labour. No further action on the part of the local Government is necessary. **Bengal.**—Consideration of this recommendation has been postponed till the financial condition of Government improves. The Indian Jute Mills Association, the premier organisation of employers in Bengal have informed Government that for financial reasons mills are not prepared to take the lead in the matter of providing primary schools in the jute mills area and for the same reason the local Government are not now in a position to initiate any scheme of education which involves new recurring expenditure. **Punjab.**—The New Egerton Woollen Mills, Dhariwal, have already opened schools for the benefit of their employees. Other factories do not employ enough labour to render any action necessary at present. **Burma.**—The Local Government is satisfied after considerable enquiry that the children of workers in mills, factories and mines in Burma, can without difficulty attend schools in the vicinity maintained by Local Education Authorities or schools already established by employers. No further action on this recommendation is therefore considered necessary. **Bihar and Orissa.**—Implemented. Virtually followed in practice in the industrial areas of the province. **Central Provinces.**—Some cotton mills and one pottery already maintain schools in their premises for the education of half-timers and their workers' children. Inspectors always attempt to induce other large factories to open such schools and try to make their workers send their children to outside schools in the neighbourhood. **Assam.**—Some factories already have schools for education of their workers' children. In the present state of financial stringency it is not possible to face the expenditure incidental to compulsory education. **Ajmer-Merwara.**—There are enough educational facilities for children of labourers who care to take to schooling and special factory schools are not, therefore, required in Ajmer-Merwara. No further action on the recommendation is necessary. **Delhi.**—The sub-committee appointed by the Delhi Municipality to consider the question has recommended the extension of compulsory primary education to certain industrial areas. The Delhi Cloth and General Mills and the Birla Mills, Delhi, have provided schools in their premises for the education of their workers' children.
11. Government should examine the possibilities of making preparations to deal with unemployment when it arises, and of taking action where it is now required, on the lines of the system devised to deal with famine in rural areas (page 36).	**Bombay.**—Owing to the world economic situation and the financial difficulties of Government, the present does not appear to the local Government to be a suitable time to conduct any enquiry into unemployment. **Bengal.**—Rejected. The position in Bengal is that there is no industrial unemployment of any magnitude in this province and this state of affairs will continue so long as the industrial labour population of the province is recruited so largely from areas outside Bengal and the labourers, who are primarily agriculturists, retain their village connection. The Government of Bengal are, therefore, of the opinion that in Bengal there is no need to devise special means to deal with industrial unemployment at least as long as the present system of employment continues.

Action taken by Local Governments on recommendations not disposed of.

United Provinces.—No action is necessary as regards areas in which compulsory primary education is n force. Enquiries are being made about other areas as to whether there are a sufficient number of non-working children of factory employees for whom no proper facilities for primary education exist. Further action, if any, required will be taken thereafter in consultation with the employers.



Bihar and Orissa.—Not yet taken up for consideration.

Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER III.—The Employment of Factory Worker— *concld.*	
	United Provinces.—Accepted. There is no unemployment among the labouring classes in the province at present but the recommendation has been noted for future guidance.
	Punjab.—Accepted. But this is not a live issue in the Punjab at present.
	Burma.—Accepted in principle. It is unnecessary for Government to prepare plans since the Rangoon Development Trust has a large number of suitable projects with fully prepared estimates, which could be taken up if necessity arises.
	Central Provinces.—Accepted. Except for workers in the manganese mines (most of which have been closed down owing to trade depression), industrial workers do not ordinarily suffer from unemployment.
	Assam.—In Assam there has hitherto been not a surplus but an insufficiency of manual labour, and this is likely to continue for a considerable time.
	Ajmer-Merwara.—This recommendation appears to be intended for large industrial centres and there is no necessity for any action on it in Ajmer-Merwara.
	Delhi.—A register of the unemployed is maintained at the office of the Industrial Surveyor, Delhi, to deal with the unemployment situation as far as possible.
CHAPTER IV.—Hours in Factories.	
17. Special and continuous attention should be given by the Government of Bengal and its officers to the evil arising out of the double employment of children (page 52).	**Bengal.**—Special and continuous attention has been and is being given by the Government of Bengal and its officers to the evil arising out of the double employment of children. With the abandonment of the multiple shift system of working in the Jute Mills and the big decline in the numbers of children employed, the evil can now be only of very small dimensions. So far as the Government of Bengal are aware there is no double employment in factories other than Jute Mills.
22. Exemptions— (*a*) should be based on more uniform standards throughout India ; (*b*) should be for specified periods with a maximum of three years ; (*c*) should be reduced to the smallest dimensions possible ; and (*d*) should carry with them, wherever possible, some benefit, not merely monetary, to balance the deprivation involved (page 55).	**Madras, Bengal, the United Provinces, Burma and Bihar and Orissa.**—Refer to the provisions of the Factories Act, 1934. **Bombay.**—The exemptions granted in the Presidency comply with the provisions of the Act. **Punjab.**—Accepted. **Central Provinces.**—(*a*) Absolute uniformity is not possible inasmuch as the nature of industrial concerns is not the same in all provinces. The interests of labour and the convenience of employers are fully taken into consideration in granting exemptions. (*b*) The necessity for the grant of exemptions for specified periods where necessary has not been lost sight of. (*c*) The present exemptions are considered to be the minimum that should remain in force. (*d*) The conditions governing all the exemptions are such as give relief to the operatives by way of monetary compensation as well as by way of rest periods. **Assam.**—At present boiler attendants, engine drivers, oilers and persons employed solely on despatching and receiving goods and on maintenance work in factories in Assam are exempt from certain sections of the Indian Factories Act, 1911. The opinions of local officers, the chief industrial concerns and the Branch Indian Tea Associations were all opposed to any revision of the exemptions.

Action taken by Local Governments on recommendations not disposed of.



Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER IV.—Hours in Factories—*concld.*	
	Ajmer-Merwara.—No action is necessary at present.
	Delhi.—Accepted. The exemptions are reviewed periodically and the conditions governing them are such as to safeguard the interests of the operatives concerned.
	N.B.—See remarks against this item in Part I of this Report. The question of exemption will be taken by all local Governments when rules are made under the Factories Act, 1934.
	Madras, Bengal, United Provinces, Burma and Bihar and Orissa.—See remarks against item 22.
23. Where weekly rest days cannot be given, two rest days should be required at the end of the fortnight or failing this either a continuous period of rest of 24 hours once a week or of 48 hours once a fortnight (page 55).	**Bombay and Punjab**—Accepted.
	Central Provinces.—Rejected. Where factories have been exempted from section 22 on the ground of "continuous process of manufacture", the important condition laid down is that no person shall be employed for more than 14 consecutive days without a rest period of at least 24 consecutive hours. Most of these factories work by three shifts of 8 hours or 2 hours less than the period prescribed by law. The grant of 48 hours' rest once a fortnight will involve some dislocation and additional cost on the employment of an extra staff and should not be made compulsory during the present trade depression.
	Assam.—Accepted.
	Ajmer-Merwara and Delhi.—See remarks against item 22.
	Madras, Bengal, Burma and Bihar and Orissa.—See remarks against item 22.
24. A week of 60 hours should be a limit to be exceeded only in most exceptional circumstances (page 55).	**Bombay.**—See remarks against this item in Part I.
	United Provinces.—Accepted—exemption is very rarely allowed.
	Punjab.—Accepted.
	Central Provinces.—Existing exemptions have been carefully considered and any further curtailment is not possible without detriment to the industries except in the case of the exemption granted to "*Kapas* carriers" in ginning factories which might be withdrawn at a later date.
	Assam.—Accepted.
	Ajmer-Merwara and Delhi.—See remarks against item 22.
CHAPTER V.—Working Conditions in Factories.	
25. (*a*) The powers conferred on inspectors by section 10 of the Factories Act for the reduction of dust should be more extensively used (page 56).	**Madras.**—(*a*) Action is being taken by the Inspectors under section 9 (c) or 10 of the Indian Factories Act so far as possible. In the case of new factories to be constructed Government have directed that when plans are received for scrutiny inspectors should insist on the installation of dust extracting machinery from the start if in their opinion such installation is necessary. To this end the rules under section 194 of the Madras Local Board's Act and section 250 of the Madras Municipalities Act are being amended.
(*b*) Rules under section 37 of the Factories Act requiring factories to be cleaned annually should be made, where they do not exist, and strictly enforced in all cases (page 56).	(*b*) The necessary rule exists and is strictly enforced.
	Bombay and Delhi.—(*a*) Accepted. It will be brought into force when conditions in trade improve.
	(*b*) Accepted.
	Bengal.—(*a*) The necessity for the use of section 10 of the Indian Factories Act for the reduction of dust and fluff in factories has been realised in Bengal for some considerable time and the Government agree that the industries affected with dust and fluff should be required under rules framed for the purpose to instal dust extractors in certain work rooms but the question has been held in abeyance mainly on account of the present acute trade depression.
	(*b*) Implemented. The Bengal Factories Rules provide for annual cleaning of factories.

Action taken by Local Governments on recommendations not disposed of.



Burma.—*(a)* See remarks against item 63 which is being considered together with this.

Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER V.—Working Conditions in Factories—*contd.*	
	United Provinces.—(*a*) The powers are used and the rules which already exist are enforced, whenever necessary. (*b*) The United Provinces Factories Rules require factories to be lime-washed annually. This entails sweeping down and cleaning. Most factories in the United Provinces are, in fact, cleaned oftener than once a year. No further action in connection with this recommendation is called for. **Punjab.**—(*a*) Implemented. (*b*) Such a rule already exists and is strictly enforced. **Burma.**—(*b*) Implemented. The Burma Factories Rules have for sometime included provisions to this effect. These provisions have been improved by the Government of Burma's Miscellaneous Department notification No. 29, dated the 13th July 1933. **Bihar and Orissa.**—(*a*) Noted for guidance. (*b*) Implemented. There is already a statutory rule requiring factories to be cleaned annually. The rule is enforced strictly and is generally well observed. **Central Provinces.**—(*a*) Action has been taken as far as possible and no further action is considered necessary at present. (*b*) Such rules are in force and are strictly enforced. **Assam.**—Implemented. **Ajmer-Merwara.**—No action is necessary at present.
26. Every factory should be compelled to maintain separate and sufficient latrine accommodation for males and females and adequate staff to keep them clean (page 56).	Provincial rules provide in all cases for the maintenance of separate latrine accommodation for males and females. In most provinces no further action is considered necessary ; but in the United Provinces, the Punjab and Delhi, the question of requiring an adequate conservancy staff to be maintained is being examined. The recommendation has been embodied in section 20 of the Factories Act, 1934.
28. (*a*) Rigorous action should be taken against those factories where conditions in regard to humidification are worst (page 59).	**Madras, Central Provinces and Delhi.**—Rules regarding artificial humidification are in force. **Bombay.**—Accepted. **Bengal.**—Accepted. The investigations carried out by the Factories Department in 1928 satisfied the Government of Bengal that the humidity conditions in Bengal factories are not such as to warrant special action by the Factories Department. Steps are, however, taken by the Bengal Factories Department in regard to humidity wherever simple improvements can be effected without extensive structural alterations or heavy expenditure to the factory concerned. **United Provinces and Burma.**—Humidification conditions are satisfactory. **Punjab and Assam.**—Accepted. **Bihar and Orissa.**—Rejected. Artificial humidification is not used in any of the textile factories in the province and the local Government do not consider that there is at present any need for issuing rules on the subject. **Ajmer-Merwara.**—Action on this recommendation will be taken as necessity arises.

Action taken by Local Governments on recommendations not disposed of.



Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER V.—Working Conditions in Factories—*contd.*	
29. Advance might be made along the lines of the Safety First movement in all branches of industry (page 61).	**Madras.**—Implemented. The Local Government have already printed and distributed gratis to managers and occupiers of factories, safety pamphlets with illustrations showing the dangerous parts of the machinery and containing useful information and instructions to the employers and employees. Steps are being taken by the Factory Department to establish safety-first committees where the number of accidents in factories warrants such a step. The Government are of opinion that everything possible is already being done and no further action is necessary beyond commending the recommendation to the notice of the employers. The Commissioner of Labour has taken action accordingly. **Bombay.**—Accepted. **Bengal.**—Accepted. The Bengal Factories Department is constantly endeavouring to further activities along the lines of the Safety First movement by suggestion and persuasion. The Government of Bengal are of the opinion that advance in this direction is primarily dependent upon the interest and initiative taken by the workers themselves and that with their present illiteracy, no rapid progress can be expected. **United Provinces.**—The Railway Companies display a number of safety posters in their workshops. Red Cross Society posters have been issued to all factories in the province, and practically all the large textile factories have posted notices warning employees of the danger of cleaning machinery in motion. New posters are being designed at the School of Arts and Crafts, Lucknow. **Punjab.**—Accepted. **Burma.**—Accepted. Instructions issued to the Director of Statistics and Labour Commissioner, Burma, and the Chief Inspector of Factories, Burma, to take any opportunity that may occur to encourage propaganda for the prevention of accidents dangerous to life or limb. **Bihar and Orissa.**—Two steps are being taken to promote the Safety First movement in factories. First, factory managers have been urged to establish safety committees and safety officers. It is recognised that a good safety officer will not be possible without remuneration, and also that in the majority of factories in this province the work that a safety committee could do would be as well or perhaps better done by the manager if there is the will to do it at all; but the aim is to awaken the interest of the workers themselves in safety, and to this end the essential recommended feature of the committee is the inclusion of some workers on it. The number of factories with safety committees has now increased to 22, but the proprietors' objection to having employees on the committees has prevailed in most cases. Secondly, the spread of "Safety First" knowledge. An instruction book in two parts (about 350 pages and many illustrations) is now going through the press. The first part is very simple and non-technical and the second part is of a *quasi*-engineering character. **Central Provinces.**—Implemented. Inspectors do enough propaganda in regard to this subject. "Safety First" posters and pamphlets have been circulated to factories and the former are prominently put up at factory premises.

Action taken by Local Governments on recommendations not disposed of.



Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER V.—Working Conditions in Factories—*contd.*	
	Assam.—This recommendation pre-supposes a certain standard of general education which is wanting in most factory workers. The Factory Inspector has been asked to make a start as opportunity occurs in the course of his factory inspections in explaining safety points to workers on the spot. The tea industry and other factory owners have also been asked to co-operate in educating their staff.
	Delhi.—The Government Industrial Surveyor has already taken action in the matter and has distributed gratis safety posters which are exhibited in most of the factories for the use of their workers. The present number of accidents in local factories does not warrant the establishment of Safety First Committees.
32. Requirements of the Act relating to health and comfort should be brought to the notice of intending factory owners and authorities should advise on or approve plans when these are voluntarily submitted (page 63).	**Madras.**—In this Presidency, plans of new factories are scrutinised by the Inspectors of Factories under section 194 (4) of the Local Boards Act and section 250(4) of the District Municipalities Act before permission is accorded for their construction by the local bodies. The Government consider that nothing more need be done. As regards Cotton Ginning and Pressing Factories, the Commissoiner of Labour has been requested to consult the Chief Inspector of Factories before approving the plans submitted under the Cotton Ginning and Pressing Factories Act.
	Bombay.—Accepted.
	Bengal, United Provinces, Punjab and Delhi.—This is already done.
	Burma.—Accepted. The Chief Inspector of Factories, Burma, has been authorised to advise on plans and a press communique has been issued. See also the second part of the remarks against item 65.
	Bihar and Orissa.—The book mentioned in the remarks against item 29 will relate to health and comfort also.
	Central Provinces.—Implemented.
	Assam.—Accepted. Tea garden factories are not large or crowded with workers.
36. (*Extract*). The organisation of factory creches should be the duty of the woman Inspector (page 66).	**Madras.** See remarks against item 43.
	Bombay, United Provinces and Central Provinces.—Accepted.
	Bengal.—The question of the appointment of a woman Factory Inspector was considered by the Government of Bengal in 1929, but the proposal was dropped as the expansion of the male inspectorate was considered more important for the province than the appointment of a woman Factory Inspector. The Government of Bengal have re-examined the question in the light of the recommendation of the Whitley Commission, and are of the opinion that the position has not changed since 1929. The question of appointing a woman Inspector must wait till the present financial crisis is over. The organisation of creches has made considerable headway in Bengal and creches or special arrangements for young children are now practically universal where women are employed.
	Punjab.—There is no woman Factory Inspector.
	Burma.—There is no need at present for factory creches in Burma.
	Assam.—Rejected. The appointment of a woman inspector is not practicable in Assam at present.
	Delhi.—The question of the appointment of a woman factory inspector was considered by the Local Government, but as the number of women workers in local factories did not justify such an appointment, the proposal was dropped. No further action is considered necessary as the position has not changed since.

Action taken by Local Governments on recommendations not disposed of.



Bihar and Orissa.—Not yet taken up.

Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER V.—Working Conditions in Factories—*contd.*	
38. Greater rigour should be shown in the enforcement of the Factories Act in Bihar and Orissa (page 69).	**Bihar and Orissa.**—Implemented. The Act is being satisfactorily enforced.
39. Subordination of Inspectors of Factories to Directors of Industries is undesirable (page 69).	**Madras, Bombay, Bengal, Bihar and Orissa and Assam.**—The Factory Department is not subordinate to the Director of Industries. **United Provinces.**—Rejected. The Director of Industries in the United Provinces is usually an I. C. S. officer and has all along been the head of the factory inspection department. The arrangement is considered satisfactory. **Punjab.**—Rejected. Unless and until a separate co-ordinating authority is set up for all matters relating to industry including labour and factories, the local Government consider that the Factory Inspection Department should continue to be under the Director of Industries as at present. **Central Provinces.**—Rejected. No cases have arisen so far in which conflicting action has had to be taken by the Director of Industries and the Chief Inspector of Factories in respect of any industrial undertakings. No special action is necessary but *vide* remarks against item 347.
40. A Chief Inspector should not be required to submit to another authority proposals for individual prosecutions (page 69).	**Madras.**—Rejected. At present the procedure followed in this Presidency is that sanction for prosecution is obtained by the Inspectorate from the District Magistrate in the Mofussil and from the Commissioner of Police in the City of Madras. No change in the procedure is necessary. As regards the recommendation that the Chief Inspector in all cases and factory inspectors when authorised by the Government should act as prosecutors, the existing law allows of their appointment as prosecutors and this provision can be used whenever necessary or desirable. **Bombay, Bengal, United Provinces, Punjab, Burma and Bihar and Orissa.**—The present practice is in accordance with the recommendation. **Central Provinces and Assam.**—Accepted. **Delhi.**—The Inspector of Factories is generally not required to submit to any other authority proposals for individual prosecutions and no further action is considered necessary.
41. An officer with medical qualifications should be appointed as an Inspector of Factories in every province part or full time according to the requirements of the province. Certifying Surgeons should be empowered as Inspectors (page 70).	**Bombay.**—Implemented. **Bengal.**—The Government of Bengal have appointed the whole-time Certifying Surgeon of Factories, Calcutta, who is an officer of the Indian Medical Department, to be an additional Inspector of Factories. It has been decided not to invest the part-time Certifying Surgeons with the powers of an Inspector under the Act. **United Provinces.**—The practice is in accordance with the recommendation. **Punjab.**—The Director and Assistant Directors of Public Health have been notified as additional Inspectors of Factories. A whole-time Factory Inspector with medical qualifications is not required in the Punjab at present. **Burma.**—The first part implemented and the second part rejected—there is no need to appoint Certifying Surgeons as Inspectors of Factories. **Assam.**—Rejected. **Ajmer-Merwara and Delhi.**—First part accepted. Second part rejected.

Action taken by Local Governments on recommendations not disposed of.



Madras.—The conditions of this Presidency do not yet necessitate the appointment of a full-time medical officer as an Inspector of Factories. The Director of Public Health has, however, been requested to state whether the appointment of an Assistant Director of Public Health as part-time Inspector would involve such an increase in the duties of that officer as to justify any additional remuneration and, if so, to report what that remuneration should be. His report has been received and is under consideration.

Central Provinces.—At present there are no funds for appointing such an inspector although there is plenty of work for one.

Bihar and Orissa.—Under consideration.

Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER V.—Working conditions in Factories—*contd.*	
42. The system of appointing Assistant Inspectors might be more widely adopted (page 71).	**Bombay.**—Assistant Inspectors have been already appointed in the Bombay Presidency. **Bengal.**—This recommendation apparently is based on the practice in Bengal where there are three such Inspectors. The administrative approval of Government has been accorded to the creation of a fourth assistant inspectorship, but financial considerations make it impossible to bring the appointment into being at present. **United Provinces.**—An Assistant Inspector has already been appointed. The question of appointing another assistant is under consideration. **Punjab.**—Government is reluctant at present to appoint Assistant Inspectors on low grades of pay. Fully paid Inspectors are considered more satisfactory for all parties. **Burma.**—Accepted. One temporary Assistant Inspector has been appointed. The present state of provincial finance forbids employment of more Assistant Inspectors. **Delhi.**—Implemented. The Government Industrial Surveyor, Delhi, already acts as the additional Inspector of Factories and with the recent appointment of a whole-time Inspector of Factories for Delhi and Ajmer-Merwara, no further action is required on this recommendation at present, particularly in view of the limited number of scheduled factories working throughout the year.
43. (*a*) Women Factory Inspectors are desirable in every province (page 71). (*b*) Women Inspectors should be of Indian domicile and not less than 25 years of age, and their pay should be adequate to attract the right type (page 71). (*c*) If this be not immediately practicable, immediate appointment is recommended in Bengal and Madras, and for a limited period, of part-time women officials in provinces where there are fewer women and children in regulated industries (page 72).	**Madras.**—Rejected. The labour conditions in this Presidency do not warrant the appointment of a woman inspector at any rate under present financial conditions. If and when the Government take up the question of appointing a woman inspector, they will consider the desirability of entrusting to her the duty of organisation of creches for children. For the present the recommendation of the Commission that creches should be provided for children under 6 years in places where a considerable number of women workers is employed has been brought to the notice of employers. **Bombay.**—A woman Inspector of Factories on adequate pay and allowances has already been appointed in this Presidency. She is of Indian domicile. **Bengal.**—See remarks against item 36. **United Provinces.**—An honorary woman Inspector is working at Cawnpore and the period of her appointment has been extended till February 25, 1935. **Punjab and Delhi.**—Labour conditions do not warrant the appointment of a woman Inspector at present. **Burma.**—There is no need at present for women Inspectors in Burma. **Assam.**—Rejected. Too expensive and in any case impracticable under conditions in Assam. **Ajmer-Merwara.**—Rejected as there is not sufficient scope in Ajmer-Merwara to justify the appointment of a whole-time woman Inspector of Factories. **Bihar and Orissa.**—A beginning has been made by the appointment of the Lady School Medical Officer of the province as *ex-officio* Lady Additional Inspector and Certifying Surgeon for factories in the Patna district.
44. Boiler inspection should be separated from factory inspection (page 72).	**Madras, Bombay, Bengal, Punjab, Burma, Bihar and Orissa, Central Provinces and Assam.**—Boiler inspection is already separate from factory inspection. **United Provinces.**—Rejected. This is not considered feasible at present.

Action taken by Local Governments on recommendations not disposed of.

Madras.—The question will be considered when the number of scheduled factories increases in the Presidency.

Bihar and Orissa.—Noted for consideration when occasion arises.

Central Provinces.—When funds are available the desirability of appointing Assistant Inspectors will be considered.

Assam.—It is proposed to appoint an Assistant Inspector before the end of 1934.

Central Provinces.—When funds for additional staff are available, the desirability of appointing a woman Inspector will be considered.

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Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER V.—Working conditions in Factories—*contd.*	**Ajmer-Merwara and Delhi.**—The factory inspection work in these provinces was hitherto entrusted to the Punjab Inspectorate. The Government of India have now made revised arrangements for the inspection work connected with the Indian Factories, Boilers and Electricity Acts, for these provinces and have appointed a combined Inspector of Factories, Boilers and Electricity with effect from 1st March 1934.
45. Ajmer-Merwara and Delhi should be separated from the Punjab for inspection purposes and a separate Inspector appointed (page 72).	Implemented. See remarks against item 44.
46. The inspectorate should be kept at full strength by officiating and probationary appointments in leave vacancies (page 73).	**Madras and United Provinces.**—This is already done. **Bombay.**—Accepted. In the Factory Department, the staff of Inspectors and Assistant Inspectors is adequate. **Bengal.**—This depends on the system on which the cadre of the inspectorate is arranged. Leave vacancies are not filled in Bengal as the cadre is so planned as to make this unnecessary. Additional posts have been administratively approved but cannot be brought into being owing to the financial situation. **Punjab, Bihar and Orissa and Assam.**—Accepted. **Burma.**—Accepted. Will be carried out as soon as the financial conditions make it possible.
48. Conferences of all grades of Factory Inspectors and of as many *ex-officio* Inspectors as possible should be held at intervals of about two years in the different provinces (page 73).	**Madras, Bombay, Punjab, Burma, Bihar and Orissa and Central Provinces.**—Accepted. **Bengal.**—Rejected. Set conferences of the type are not necessary in Bengal, where the Chief Inspector is in constant and close contact with his Inspectors. The amount of inspection work done by *ex-officio* Inspectors in Bengal is insignificant. **United Provinces.**—A conference of the kind recommended was held at Cawnpore in February, 1934. The procedure to be adopted for the inspection of factories was explained with special reference to seasonal concerns. **Assam.**—Rejected. **Delhi.**—Rejected as inapplicable to Delhi.
49. More use should be made of appeal to High Court against inadequate sentences for infringements of the Act (page 74).	Accepted by all provinces.
50. In every district all factory cases should go before experienced magistrates, and where possible the same magistrate (page 74).	**Madras.**—Rejected. In this Presidency factory cases are generally tried by first class Magistrates of experience, and the Local Government consider that no change is necessary. As regards the recommendation that wherever possible all cases in a district should be tried by the same magistrate, the Government consider that the frequency of transfer of officers and the inconvenience that may be caused to the parties make it difficult to adopt the Commission's recommendation. **Bombay.**—Accepted. No hard and fast rule can be laid down. Cases where there has been an ordinary breach can be tried by any magistrate. Government have laid down that serious cases or cases in which much would depend upon the decision, should go to a Sub-Divisional Magistrate or at least a Magistrate of the First Class. **Bengal.**—The question of allotting Factories Act cases to experienced magistrates and, where possible, to the same magistrate, has been considered by the Government of Bengal more than once and generally speaking arrangement for this exists for cases arising in the chief industrial areas round about Calcutta. In other parts of the province where factories are fewer and located far apart, such an arrangement is not possible.

Action taken by Local Governments on recommendations not disposed of.

Central Provinces.—Will be considered along with recommendations contained in items 41 and 42.



Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER V.—Working conditions in Factories—*concld.*	
	United Provinces—Accepted. Factory cases are tried only by experienced magistrates as far as practicable.
	Punjab.—Implemented.
	Burma.—Implemented. The High Court of Judicature, Rangoon, has asked all District Magistrates to make arrangements for all cases under the Indian Factories Act to be tried at the headquarters of the district by an experienced magistrate invested with either first class or special powers.
	Bihar and Orissa.—Instructions have been issued to give effect to the recommendation as far as practicable.
	Central Provinces.—Accepted. Generally, the same magistrates try such cases.
	Assam.—Accepted.
	Ajmer-Merwara.—Implemented. Instructions have been issued to ensure that the provisions of this recommendation are in future complied with as far as possible.
	Delhi.—Implemented. The Additional District magistrate, Delhi, will in future try all such cases.
52. Chief Inspectors in all cases and other factory inspectors when authorised by the local Government should be empowered by law to act as prosecutors (page 74).	**Madras.**—Rejected. See remarks against item 40.
	Bombay and Bengal.—The practice is in accordance with the recommendation.
	United Provinces.—Implemented. The Chief Inspector of Factories and Boilers has been appointed as Public Prosecutor for the conduct of factory cases.
	Punjab.—Rejected. Government prefer the present system whereby factory cases are conducted by the Government prosecuting agency.
	Burma.—The need for the action proposed has not yet arisen in Burma.
	Bihar and Orissa.—Rejected. After careful consideration of the opinions of local officers the local Government are convinced that it is easier for a trained prosecutor to learn the technicalities of a factory case from the departmental inspector than for an Inspector of Factories to learn the technicalities of a legal prosecution. The local Government also consider that it is generally undesirable that an investigating officer and prosecution witness should conduct the prosecution. They think it better that prosecutions should be conducted by a court officer or in difficult cases, by a Public Prosecutor and have therefore decided not to accept the recommendation.
	Assam.—Rejected. It will be too costly for the Factory Inspector to appear in court in all cases as prosecutor. In Assam the practice now is for the Police Prosecutor to prosecute in factory cases also.
	Delhi.—Rejected. It is considered generally undesirable that an investigating officer and prosecution witness should conduct the prosecution. The prosecutions are conducted by the Public Prosecutor or the Court Inspector and no further action is necessary.
CHAPTER VI.—Seasonal Factories.	
56. The power of exemption should be strictly limited— (*a*) Restriction of hours need not extend to persons employed in positions of supervision or management or in confidential capacities.	See the remarks against this item in Part I. Exemptions will be reviewed by all local Governments when rules under the Factories Act, 1934, are framed, and no further action appears to be necessary.

Action taken by Local Governments on recommendations not disposed of.

Central Provinces.—Under consideration.

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Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER VI.—Seasonal Factories—*contd.*	
(*b*) Limited exemptions may be given to those employed on preparatory or complementary work. (*c*) Exemptions in certain classes may be given in regard to intervals, but not the weekly holiday (page 82).	
60. Before plans submitted under section 9 (1) of the Cotton Ginning and Pressing Factories Act are approved, the prescribed authority should be satisfied that adequate ventilation will be secured (page 84).	**Madras, Bombay, Bengal, United Provinces, Punjab, Ajmer-Merwara and Delhi.**—The recommendation is already in force. **Burma, Bihar and Orissa and Assam.**—Not applicable.
61. Section 10 of the Factories Act should be used more liberally in respect of existing factories in bad cases where improvement cannot be effected by increased window or roof ventilation (page 84).	**Madras.**—See remarks against item 25 (*a*). **Bombay.**—Rejected. The policy has been to improve ventilation of ginning factories by natural means. Many have been thus improved. It is the normal method and practically all the concerns in this Presidency lend themselves to it. **Bengal.**—Noted by the Factory Department. **United Provinces, Punjab and Delhi.**—This is already being done. **Burma.**—Rejected for the present. The working season of the ginneries is very short. **Bihar and Orissa.**—Not applicable. **Central Provinces.**—Implemented. See remarks against item 25. **Assam.**—Accepted.
62. Owners of existing tea factories should be required to instal efficient dust-extracting machinery within a specified period and new factories should not be allowed to be built without it (page 85).	**Madras and Bengal.**—See remarks against item 25 (*a*). **United Provinces.**—Rejected. The tea factories in the province are adequately ventilated; the installation of dust extracting machinery is not considered necessary. **Punjab.**—There are no important tea factories in this province. **Burma and Bihar and Orissa.**—Implemented. **Assam.**—Accepted.
63. In new rice mills, steps should be taken to compel the installation of necessary protective machinery against the dissemination of dust, and freer use should be made of the power of inspectors to demand its installation in existing mills (page 85).	**Madras and Bengal.**—See remarks against item 25 (*a*). **Bombay.**—Accepted. **United Provinces.**—This is being done. **Punjab.**—Accepted, though the rice mills of the Punjab are not at present of the type in which special protective machinery against the dissemination of dust is necessary. The industry is on a very minor scale. **Bihar and Orissa.**—Implemented. The problem of mitigation of dust nuisance is a complicated one aggravated by the fact that the majority of factories producing dust are small concerns who do not find it possible to instal elaborate or expensive devices. Some improvement was effected in 1932 in a number of rice mills; and in 1933 attention was paid to improving conditions in mustard seed sifters in oil mills which produce a great deal of dust. One large factory in Patna, which has experienced mistries on its staff, was selected to act as a model to show what improvement in this respect could be effected by simple means. A great improvement was made by the staff aided by the advice of the Inspector of Factories, who states that the dust has been reduced by 50 per cent. Orders have now been passed on some of the large or medium-sized factories to improve conditions.

Action taken by Local Governments on recommendations not disposed of.



Burma.—The views of the Chambers of Commerce have been received and are being considered by Government.

Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER VI.—Seasonal Factories—*concld.*	
	Central Provinces.—Implemented. Dust nuisance in rice mills is minimised by the provision of underground drains in which the husk accumulates. The Chief Inspector of Factories has been asked to see that exhaust fans should be made compulsory where necessary. **Assam.**—It is hardly opportune at present being too expensive.
65. Simple literature in regard to safety might be distributed by factory departments (page 86).	Accepted by all provinces concerned. Bengal and Burma remark that paucity of funds prevents wholesale application at present.
68. The inspection of cotton ginning factories and other seasonal factories should be largely carried out by part-time inspectors. Officers of the grade of Industrial Surveyors should not be employed for the purpose. Selected revenue officers of suitable grade should be given a short course of instruction under the Chief Inspector with a view to their employment in districts where such factories are found. This system should not apply to tea factories in Bengal and Assam. Regular forms should be prepared by the Factory Inspection Department for issue to part-time inspectors and a copy of the report of each inspection should be submitted to the Chief Inspector of Factories (pages 88-89).	**Bombay.**—The Collectors have been appointed Inspectors for the purposes of certain duties under the Bombay Cotton Ginning and Pressing Factories Rules. Similarly all Mamlatdars, Mahalkaris, Mukhtiarkars and officers in charge of revenue sub-divisions of districts are also empowered to enter and inspect the cotton ginning and pressing factories within the districts in which they are serving. The Revenue Officers have multifarious duties and it does not seem advisable to saddle them with more responsibilities under the Factories Act. **United Provinces.**—The inspection of seasonal factories is carried out to some extent by revenue and medical officers, in their capacity as *ex-officio* additional inspectors, copies of their orders and remarks being submitted to the Chief Inspector of Factories. Three revenue officers were also placed on special duty for some months during the year in connection with sugar factories and worked as additional inspectors of factories. A draft memorandum of instructions has been prepared for the information and guidance of part-time inspectors, and a suitable form of inspection report included therein. **Burma.**—Rejected. The proposal to employ specially trained Sub-divisional Officers as part-time inspectors has been rejected; so also has the proposal to issue simple question forms for inspections by revenue officers. **Bihar and Orissa.**—Partially implemented. A number of Sub-divisional Officers have been appointed *ex-officio* Additional Inspectors to take sole charge of about 140 small factories and a memorandum of detailed instructions has been issued for their guidance. They are to work under the supervision of their District Magistrates and, whenever necessary, may take the advice or assistance of regular inspectors. **Central Provinces.**—Implemented. The district magistrates and the sub-divisional magistrates are already additional inspectors and do a considerable number of inspections which varies according to the interest they take in this work and the time they can spare for it. These additional inspectors are being directed to devote more time to inspections of non-technical matters. Even a few surprise visits paid by them and the knowledge that a local inspector might inspect the factories any time will have a more deterrent effect on breaches of the law than the activities of additional whole-time inspectors whose visits must necessarily be few and far between. **Assam.**—Rejected. **Ajmer-Merwara.**—Rejected. The inspections carried out by the Inspectors and the District Magistrates are sufficient for all practical purposes. **Delhi.**—Not applicable.
CHAPTER VII.- Unregulated Factories.	
82. Inspection, which need not be heavy, could be largely carried out by part-time inspectors, *e.g.*, municipal health officers, sub-divisional magistrates and others, co-ordinated by the Chief Inspector in consultation with the medical authorities. Where whole-time officers are needed, a new grade of assistant inspector might be utilised (pages 104-105).	

Action taken by Local Governments on recommendations not disposed of.

Madras and Bengal.—Will be examined after the Factories Act, 1934, comes into force.

Punjab.—Implemented as far as circumstances warrant. Government have already accepted the proposal to withdraw the powers of Industrial Surveyors as Additional Inspectors of Factories but the enforcement of the orders has been held over pending the appointment of a second whole-time Inspector of Factories, which post has been held in abeyance owing to financial stringency. A certain number of revenue officers have already been notified as Additional Inspectors in important districts of the province for inspection of seasonal factories. These officers, however, have not had any course of instruction under the Inspector of Factories, and the question of giving them a short course of instruction is under consideration.



Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER VII.—Unregulated Factories—*concld.*	
83. The policy of gradualness which underlies the proposals made for legislation should also influence its enforcement (page 105).	Noted generally.
CHAPTER VIII.—Mines.	
84. In the manganese mines in the Central Provinces, steps should be taken to apprise the workers of the repeal of the Workmen's Breach of Contract Act (page 107).	**Central Provinces.**—Rejected. No action is necessary as the mining of manganese in the province is at a standstill.
84A. *In the mica mines, an extension of medical facilities, which might be secured by co-operation between employers, is necessary* (page 108).	**Madras.**—Rejected. In this Presidency the mining areas except the Talupur-Kalichedu mining area in Nellore district are scattered and there is not much scope for the extension of medical facilities or the formation of Boards of Health and Welfare. In regard to the Kalichedu mining area, the Board of Revenue reports that the owners of the mines have done nothing in the matter. The main reason for inaction being that the Kalichedu mining company was dissolved in December 1933 owing to the termination of the lease over the Kalichedu Shrotrium mine. Now that the company has been dissolved and the lease of the Kalichedu Shrotrium mine has not been renewed, there is very little prospect of securing support for the formation and working of the Health Board. **Ajmer-Merwara.**—Mica mining is on a small scale. There are only a few scattered mines where casual labour from adjacent villages is employed. No special medical facilities are feasible or necessary.
86. At Namtu and Bawdwin— * * * * * * (*b*) Government should frame regulations for the prevention of lead poisoning (page 110). (*c*) The omission of certain sections of the Factories and Mines Acts as applied to the Shan States should be reconsidered (page 111).	
89A. *Sanitary conditions underground in coal mines call for improvement. Bucket latrines should be provided at convenient spots and a small staff of sweepers should be employed to keep the latrines clean and to remove the contents of the buckets to the surface daily for final disposal* (page 115).	**Punjab.**—The sanitary conditions in the coal mines are reported to be satisfactory. No necessity has been felt for providing bucket latrines underground or for the provision of a staff of sweepers as the labour employed underground has to come to the surface with every bag of coal.
	N.B.—See remarks against this item in Part II.
91. On land away from the collieries new tenancies with colliery service as a condition should be made illegal and existing tenancies examined by Government to see whether they can be equitably converted to rent holdings (page 119).	**Bengal and Bihar and Orissa.**—See remarks against this item in Part III.
96. Mining Boards should examine the question of securing greater uniformity in size of tubs and of ensuring that remuneration bears a closer relation to output; the possibility of check-weighing in larger mines should be explored (page 123).	See remarks against this item in Part I.

Action taken by Local Governments on recommendations not disposed of.

Bihar and Orissa.—Not yet taken up.

Burma.—(*b*) Regulations have been framed by the Director of Statistics and Labour Commissioner, Burma, and have been applied by the Burma Corporation, Ltd., voluntarily for nearly two years with success. The regulations have not yet been made into statutory rules.

(*c*) Under consideration.

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Bengal and Bihar and Orissa.—Under consideration.

Central Provinces.—The Government of India have asked the Chief Inspector of Mines to examine the question and to address the local Government if necessary. On receipt of his suggestions the question of amending the rules framed by the local Government under section 30 of the Indian Mines Act will be considered.

Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER VIII.—Mines—*concld.*	
97. Registers for metalliferous mines should be improved (page 125).	**Bombay, Madras, Bengal, Bihar and Orissa and Ajmer-Merwara.**—No special action considered necessary. *N.B.*—See remarks against this item in Part II.
97A. *The personal responsibility of managers for the accuracy of registers of hours of work should be impressed upon them and the special attention of the inspectorate should be given to checking them* (page 175).	**Madras, Bombay, Punjab, Bihar and Orissa, Central Provinces, Assam, Ajmer-Merwara and Delhi.**—Implemented.
112. Compulsory primary education should be introduced in the coalfields (page 134).	**Punjab.**—Provision for general education exists in Dandot (District Jhelum) and Makerwal (District Mianwali) coal mining areas. **Central Provinces.**—The recommendation has been brought to the notice of Municipal Committees, Notified Area Committees and District Councils. **Assam.**—Rejected. The coal fields in Assam are too small to call for special application of compulsory education in advance of other areas. But in the Naga Hills Borjan Colliery there is a primary school free to all who avail themselves of it, the staff being maintained by the Company. There is also a school in the coal fields at Ledo.
113. Percentage grants might be given to Boards of Health and Welfare for approved activities in relation to health, welfare and education (page 134).	**Madras.**—See remarks against item 84-A. **Punjab.**—There is small scope for Boards of Health and Welfare in connection with Punjab mines. **Burma.**—There are no Boards of Health and Welfare in Burma. **Bihar and Orissa.**—Rejected. The Mines Board of Health has an adequate income and is better able to afford to carry out its legitimate activities than are other local authorities. **Central Provinces.**—At present there are no Boards of Health and Welfare in the mining areas. In certain mining areas medical officers are appointed to look after the medical relief and child welfare. The suggestion has been brought to the notice of the Mining Associations. **Assam.**—It will not be possible for some time even to finance the primary activities of such boards, let alone the question of giving them additional percentage grants.
114. The Salt Department and the Punjab Government should co-operate with a view to the introduction of compulsory education in the Salt Range (page 135).	
CHAPTER XI.—Transport Services and Public Works.	
162. The Governments of Bengal and Burma should undertake an enquiry into the conditions of employment on inland steam vessels (page 183).	**Bengal.**—Rejected. The proposal to hold an enquiry into the conditions of employment on inland steam vessels was examined by the local Government in consultation with the steamer companies operating in the province. The Government of Bengal are of opinion that the conditions of service, wages, hours of work and other arrangements for the crews of inland vessels are not unsatisfactory. The Government of Bengal agree with the majority of steamer companies that the present system of recruitment through Serangs works smoothly and a change in it is not necessary, or feasible till the class of men who man the vessels are better educated and more enlightened.

Action taken by Local Governments on recommendations not disposed of.

Burma.—Under consideration.

Bengal.—The local Government do not consider any action necessary at present beyond the action already taken by the Chief Inspector of Mines.

Burma.—Under consideration.

Bengal.—This recommendation must await the introduction of the Bengal (Rural) Primary Education Act, 1930 which owing to the present financial position has not yet been brought into force.

Bihar and Orissa.—No action is feasible at present as the acceptance of the recommendation would involve expense which cannot be met. The proposal would also involve fresh legislation which the local Government are unwilling to undertake when they are not likely to be able to provide the necessary funds.

Bengal.—Held in abeyance till after the impending reforms.

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Punjab.—Under consideration.

Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER XI.—Transport Services and Public Works—*contd.*	
	Burma.—Rejected. In the absence of any reason to think that abuses exist which call for remedy, the enquiry suggested would be liable to foster discontent which does not exist at present. Government has therefore decided not to proceed with the matter. Messrs. the Irrawady Flotilla Coy., Ltd., Rangoon, have re-introduced the system of direct payment of wages to the crews of its vessels.
163. The practice of nominating a representative of labour on Port Trusts should be extended to all the major ports (page 184).	**Madras.**—Rejected. The nomination of a representative of labour on the Madras Port Trust Board is premature. **Bombay.**—The Bombay Port Trust (Amendment) Act, XVI, of 1929 already provides for the representation of labour on the Bombay Port Trust Board in the manner recommended by the Commission. The Karachi Port Trust (Amendment) Act, IX of 1933, fulfils the recommendation of the Commission so far as the Karachi Port Trust is concerned. **Bengal.**—Rejected. There are no properly organised unions of port employees in Calcutta and after consulting the Port Commissioners the local Government do not consider that there is any need for separate labour representation on the Calcutta Port Trust at present. The matter might be reconsidered if necessary after experience has been gained of the working of the new constitution. **Burma.**—Rejected. Labour in Rangoon has not yet become sufficiently organised. **Bihar and Orissa.**—Rejected. There is no major or important port in the province.
164. With a view to decasualisation and to secure more equitable distribution of employment, a system of registration of dock labour should be introduced in each of the main ports, supervised and controlled by the port authority assisted by representatives of shipowners, stevedores and labourers (page 186).	**Madras.**—Rejected. In the Port of Madras, there is very little casual labour. Labour employed by the Port Trust to keep its shed clean and to tidy up cargo is on a permanent basis. The major portion of the dock labour at the port is employed by the Trust's contractors, steamer agents and stevedores and it is believed that the labour is kept through times of slack work on a retaining fee. The leading firms employing labour are against the introduction of a system of registration of dock labour and they are of opinion that anything in the way of interference will be likely to upset the present apparent contentment of labour. Except for a nucleus of trained workers, the Port of Cochin can at the present stage provide only casual and intermittent employment. The position will, however, be altered when the port enters upon its major activities, *i.e.*, as soon as wharves, sheds, cranes, etc., have been erected. The port cannot in the meanwhile inaugurate any scheme for decasualising labour or securing more equitable distribution of employment. The operations connected with the grading of reclaimed area which afford the maximum employment to labour in Cochin at present synchronise with the slack agricultural season of the place. Thus the only possible measure of equitable distribution of employment is already secured. In the Port of Tuticorin, labour is supplied by contractors and not by the Port Trust. In the other main ports of the Presidency also contractors supply labour when required for the intermittent works at the ports and it would be impossible to devise any arrangement to provide any regular employment for labour. **Bengal.**—Rejected. This recommendation has been considered by Government in consultation with the Commissioners for the Port of Calcutta. The Government of Bengal agree with the conclusion arrived at by the Commissioners that decasualisation of dock labour is not necessary in the Port of Calcutta, where the labourers themselves prefer to remain casual and that any attempt to substitute the existing system of casual employment by a system of registration, and presumably employment by roster, would end in unnecessary loss and disappointment. The main reasons for this conclusion are :— (*a*) The labourers are not organised ; the success of the British system on which presumably the Commission's recommendation is based depends entirely on the co-operation of the trade unions and the employers concerned.

Action taken by Local Governments on recommendations not disposed of.

Bombay and Burma.—Under consideration.



Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER XI.—Transport Services and Public Works—*contd.*	
	(*b*) The labour comes and goes; a labourer is here to-day and will have gone home to-morrow, perhaps never to return. (*c*) The "Sardar" system is so ingrained in the dock labourers as to make it difficult, well-nigh impossible, to introduce a system which seeks to restrict the choice of the sardar as to the men to be employed in his gang. **Bihar and Orissa.**—Rejected. See remarks against item 163.
168. In granting licenses for motor buses, the authorities should consider whether, in particular cases, a limitation on hours is required, and if so, how it can be enforced (page 190).	**Bombay.**—The rules regulating the use of motor vehicles let or plying on hire in the districts in the Presidency proper outside the City of Bombay have been amended authorising a District Superintendent of Police to restrict in suitable cases the hours of work for drivers of motor vehicles let or plying for hire. It has been specifically suggested to the District Superintendent of Police, Thana, Poona and Belgaum to enforce these orders in their districts as they favour restriction of hours. The owner-drivers who ply their vehicles for hire have also been brought within the scope of the order issued. **Bengal.**—This recommendation has been considered by the local Government in consultation with the licensing authorities and they are of the opinion that limitation of hours for motor buses is not necessary or desirable in Bengal. A large number of the buses in Bengal are plied by owner drivers or by the members of their families. **United Provinces.**—The proposal has been incorporated in the revised United Provinces Motor Vehicles Rules which it is proposed to introduce shortly. **Punjab.**—The time is not yet ripe for the introduction of regulations limiting hours of work. The industry, which is still in its infancy, lacks organisation and the stage of large companies operating general services has not yet been reached. Further owing to the large number of vehicles plying in most areas there is an excess of supply over demand and the hours of work are generally restricted. **Burma.**—A limitation on hours seems neither necessary nor feasible for Rangoon Town or Burma generally. **Bihar and Orissa.**—It is not possible to make any rule and enforce it as matters stand at present. **Central Provinces.**—The professional motor omnibus drivers in the Central Provinces are employed in running clerks and litigants to and from Government offices and Law Courts or on recognised runs which seldom exceed a hundred miles in length. In neither case is the driver employed continuously for more than 8 hours a day. The local Government, therefore, do not consider it necessary for the present to limit the working hours of a professional driver. **Assam.**—Accepted. **Coorg.**—As all the buses in Coorg ply for hire during the day there is no need to fix hours of work for drivers who have sufficient time for recreation. **Ajmer-Merwara.**—The routes lying within the district are short and motor buses seldom make more than one journey a day. There is no local need to impose limitations on the working hours of the drivers of motor buses.

Action taken by Local Governments on recommendations not disposed of.

Madras.—It is proposed to place the proposal before the Committee for the revision of Motor Vehicles Rules, after the draft standardised rules are received from the Government of India.



Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER XI.—Transport Services and Public Works—*contd.*	
	Delhi.—The limitation of working hours of professional drivers of motor buses is not necessary or desirable in Delhi. The routes lying within the province are comparatively short and a large number of buses are driven by owners. The buses of the Delhi Electric Supply and Traction Company limited are mostly employed in running clerks to and from Government offices on recognised routes which seldom exceed ten miles in length and the driver is not employed for more than eight hours a day.
169. Public Works contracts should stipulate :— (*a*) the wages to be paid, and (*b*) a minimum age for employment not less than 12 years (page 192).	**Madras.**—Rejected. The recommendation is considered impracticable and impossible to enforce. **Bombay.**—(*a*) Rejected. The recommendation is considered impracticable and uneconomical. (*b*) Accepted. **Bengal.**—(*a*) Rejected. Any stipulation in the contracts as to wages would be useless, owing, firstly, to the difficulty of fixing the rates of wages, as usually there is no similar irrigation work conducted in the neighbourhood, and secondly, to the difficulty of checking the actual wages paid by the contractor to his labour. (*b*) Accepted. **United Provinces.**—The contract forms have been amended and the revised forms will be brought into use as soon as certain points relating to their general revision have been settled. The amendments provide that :— (*a*) no labourer below 12 years of age shall be employed, and (*b*) the contractor shall pay his labourers not less than the wages paid for similar work in the neighbourhood. **Punjab.**—Implemented. **Burma.**—Implemented. Instructions have been issued for the inserting of the following conditions in all future contracts for works in charge of the Public Works Department :— (*a*) that no labourer below the age of 14 years shall be employed. (*b*) that the contractor shall pay his labourers not less than the wages paid for similar work in the neighbourhood, and (*c*) that except with the permission of the Superintending Engineer, all wages shall be paid in cash. **Bihar and Orissa, Ajmer-Merwara and Delhi.**—Implemented. See remarks against this item in Part II. **Central Provinces.**—Implemented. The conditions stipulated have been included in the contracts for Provincial Works.
170. In regard to large construction works whether carried out departmentally or by contract :— (*a*) the Medical and Public Health Departments should be consulted beforehand ; (*b*) Rules should be framed as to housing, sanitation and medical treatment and facilities ; (*c*) the Medical Department should be responsible for the workers' health (page 192).	**Assam.**—Accepted. **Madras.**—This is adhered to already. **Bombay.**—Accepted. **Bengal and United Provinces.**—Implemented. Revised rules for housing, sanitation and medical treatment and facilities in regard to large construction works have been made. **Bihar and Orissa.**—Implemented as far as practicable. In towns the labour employed usually does not live on the site of the work but find accommodation in the bazaars or surrounding villages. When sick they attend the nearest hospital or dispensary. On large works remote from towns where a temporary camp has to be erected to house the labour the services of a sub-assistant surgeon are obtained from the Medical Department whose duty is to attend to the sanitation of the camp and the health of the workers. **Central Provinces.**—Rejected. There is no possibility of any large works being undertaken in this province within a reasonable time. The local Government, therefore, considers it unnecessary to draw up elaborate rules to cope with an entirely improbable situation.

Action taken by Local Governments on recommendations not disposed of.



Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER XI.—Transport Services and Public Works—*contd.*	
	Under the existing rule, an Assistant Medical Officer is usually deputed when required to works of moderate size, while in the case of famine or security works detailed rules have been drawn up and embodied in Chapter IX of the Central Provinces Scarcity Manual, 1932. No special action is, therefore, called for in this province on this recommendation.
	Punjab, Burma, Assam, Ajmer-Merwara, Delhi and Coorg.—Implemented. The orders of the Government of India (*vide* remarks against this item in Part II) are being given effect to.
171. The possibilities of the wider application of departmental working should be considered by the Public Works Departments generally (page 193).	**Madras and Bombay.**—Rejected. Work cannot be carried out departmentally without a considerable increase in establishment charges.
	Bengal.—Rejected. The local Government have decided to take no action on the recommendation for the following reasons, although it is recognised that direct employment of labour may in some cases be less costly:—
	Firstly a number of difficulties would arise if the recommendation were accepted, especially in the case of large works where labour has to be imported. As noted by the Royal Commission, subordinates have to be deputed to secure labour from distant out-stations and advances and train fares have always to be paid to the labourers with the attendant risk of these being lost in some cases. Loss of advances, etc., would give rise to audit objections and also litigation for the recovery of losses, involving, in most cases, incommensurate expenditure. The present financial and audit system of Government is also too rigid to recognise the inevitability of some loss of advances in such cases. Secondly, considerably more supervision of labour would be required than when a contractor is employed. The contractor as a rule pays his labour at certain intervals, usually weekly, on the basis of work done by each gang. The individuals of the gang see that each one does his fair share of work and thus efficient labour earns more than inefficient labour, a state of affairs which should be encouraged. It is impossible under the present financial and audit rules and regulations of Government to work on the same lines, and, if direct employment of labour by Government were adopted universally, the whole system of accounts would require alteration. Thirdly, employment of labour through contractors affords fairer treatment of labour than if they were employed directly under Government. A contractor who does not treat his labour fairly cannot get labour when he wants it. It is in the contractor's own interest to give fair treatment to his labour if he wants to compete successfully with his rivals. Fourthly, the recommendations of the Royal Commission are directly opposed to the recommendations made by the Public Works Department Reorganisation Committee of 1917 in paragraph 26 of their Report, that the policy of Government should be directed to the encouragement of the growth of regular contractors and contracting firms in India by the introduction of the system of lump-sum contracts.
	United Provinces.—Rejected. This recommendation is contrary to accepted principles and no action is proposed to be taken.
	Punjab.—Rejected. The wider application of departmental working is normally barred by financial considerations.
	Burma.—Rejected. It is not possible at present for financial reasons and other considerations to give effect to this recommendation.
	Bihar and Orissa.—Rejected. It has been the experience of the Public Works Department of this province that departmental working is far more costly than works executed through a contractor, and the department have been trying for some years past to improve the quality and status of contractors so as to have an intelligent body of semi-professional men. Such being the case no action is proposed to be taken on this recommendation.
	Central Provinces.—Rejected. It is contrary to accepted principles to do work departmentally when suitable contractors are available because departmental work is generally more expensive as it requires a large supervising staff. In exceptional cases departmental labour is employed where such labour is found to be more convenient and cheaper.

Action taken by Local Governments on recommendations not disposed of.



Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER XI.—Transport Services and Public Works—*contd.*	
	Assam.—Departmental work requires concentrated supervision and can only be done for a large project in a concentrated area. The suggestion can be considered in the case of such large works, but ordinarily works are too scattered and the staff is insufficient. **Ajmer-Merwara and Delhi.**—See remarks against this item in Part II.
CHAPTER XII.—The Income of the Industrial Worker.	
173. Before minimum wage-fixing machinery can be set up:— (*a*) the industries in which there is a strong presumption that the conditions warrant detailed investigation should be selected ; (*b*) a survey of conditions in each such industry should be undertaken as the basis on which it should be decided whether the fixing of a minimum wage is desirable and practicable ; (*c*) the trade should be demarcated and the composition and number of the Wage Boards should be decided ; and (*d*) as much as possible of the information likely to be needed by the Wage Boards, if appointed, should be collected (pages 212-13).	**Bengal.**—The attitude hitherto taken by this Government is that it is not desirable to fix a minimum wage, hence this and the allied recommendations will not be considered for the present, especially as no funds are available, or are likely to be available for many years, for the necessary detailed enquiries. **United Provinces.**—Owing to the prevailing financial stringency, it is not proposed to conduct any enquiry at present with a view to setting up a minimum wage fixing machinery. **Punjab.**—The Punjab is industrially backward and it is premature at present to consider wage standards. **Burma.**—Rejected. Industrial life in Burma is so little developed yet that it would hardly be possible to appoint satisfactory Wage Boards. **Central Provinces.**—Accepted. Propose to take action on the lines suggested when any serious complaint is brought to notice during the next few years regarding low wages in any industry. **Assam.**—Accepted. With the possible exception of "tea" there is no industry in Assam in which the conditions are such as to call for the installation of wage fixing machinery. See remarks against item 294. **Ajmer-Merwara.**—Postponed indefinitely. No action is necessary for the present. **Delhi.**—Delhi has to follow the lead given by major provinces in the matter of legislation for setting up minimum wage fixing machinery.
174. When a decision has been reached as to hether the conditions in any case justify the setting up of machinery, particular attention must be given to the cost of enforcement and the policy of gradualness should not be lost sight of (pages 213-14).	See remarks against item 173.
175. The industries referred to in Chapter VII should be examined in the first instance with a view to the need and possibility of instituting minimum wage-fixing machinery (page 214).	See remarks against item 173.
176. If the results of investigation show the need for minimum wage-fixing machinery in industries of this kind the necessary legislation for setting up such machinery should be undertaken (page 214).	See remarks against item 173.

Action taken by Local Governments on recommendations not disposed of.

Madras.—Proposals submitted by the Commissioner of Labour, Madras, on the subject are under examination.

Bombay.—Under consideration.

Bihar and Orissa.—Not yet taken up for consideration.



Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER XII.—The Income of the Industrial Worker,— *concld.*	
180. (*a*) In all large cities and industrial areas a general policy should be adopted of restricting the facilities for the sale of liquor. (*b*) The areas selected should be sufficiently wide to ensure the policy of restriction being effective. (*c*) The number of drink shops should be reduced. (*d*) Hours of opening should be limited, and should in no case include any part of the forenoon. Outside the stated hours the sale of liquor should be prohibited. (*e*) The possibility of an extension of the system by which spirituous liquor may not be supplied except in sealed bottles should be examined (page 222).	See Annexure A.
CHAPTER XIV.—Health and Welfare of the Industrial Worker. 192. Still-births should be excluded from birth and death registers and separately recorded (page 249).	Implemented by all provinces except Bengal.
197. In industrial provinces Public Health Departments should be strengthened to deal with industrial hygiene and industrial disease; at least one of the Assistant Directors of Public Health should have special knowledge of these subjects (page 252).	**Madras.**—The Madras Public Health Department now possesses a lady Assistant Director of Public Health and she is in charge of maternity relief and child welfare in the Presidency. There is also a Statistical Assistant on Rs. 125—5—175 p.m., in the office of the Director of Public Health. In the present state of provincial finance it is not proposed to enhance the status and pay of this post. The Officers of the Public Health Department continue to do health propaganda and the Government maintain a cadre of Health Officers (I class and II class) and they are posted for duty under local boards and municipal councils. **Bombay.**—Noted for further consideration when financial conditions improve. **United Provinces.**—Medical Officers of Health deal with industrial hygiene and disease and Assistant Directors already possess the required qualifications. **Delhi.**—Rejected. In the present financial stringency it is not possible to employ a special officer for the purpose. The Assistant Director of Public Health, New Delhi, who acts as an Additional Inspector of Factories for the provisions of the Factories Act relating to health and sanitation continues to do health propaganda.
198. Medical inspectors of factories and mines should devote special attention to industrial disease (page 253).	**Bombay.**—Partly implemented. Unless there is a regular staff of medical inspectors the suggestion is not feasible. The Certifying Surgeon, Bombay, has been asked to devote more attention to this matter. **Bengal.**—Implemented. There are no medical inspectors of factories or mines in this Province, but as recommended by the Commission, the full-time Certifying Surgeon of Factories, Bengal, has been appointed as an Additional Inspector of Factories and the Assistant Director of Public Health, Burdwan Circle, as an Additional Inspector of Mines. This recommendation has been brought to the notice of these officers with a view to carrying it out.

Action taken by Local Governments on recommendations not disposed of.

Bengal.—Held in abeyance till after the impending reforms.

Bengal.—See remarks against item 192.

Bihar and Orissa.—Under consideration.

Central Provinces.—The consideration of the scheme submitted by the Director of Public Health for the expansion and reorganization of the Public Health Department has been deferred owing to financial stringency.

Bihar and Orissa.—The question of appointing *ex-officio* Medical Inspectors of Factories is under consideration.

Recommendations.	Action taken by Local Governments on recommendations disposed of.
:R XIV.—Health and tare of the Industrial 'ker—*contd.*	
	United Provinces.—Implemented. Medical Officers of Health who are Additional Inspectors of Factories have been asked to devote special attention to industrial disease.
	Punjab.—There are no medical inspectors specially employed for the factories or mines in the Punjab.
	Burma.—Implemented. Besides the Director of Public Health, Burma, and his Assistant who are Additional Inspectors of Factories, three whole-time District Health Officers have now been appointed as Additional Inspectors for the purpose of devoting special attention to industrial disease.
	Central Provinces.—Rejected. There are no separate medical inspectors of factories or mines in this province. The Civil Surgeons who inspect those within their jurisdiction whenever necessary have not the time to devote special attention to industrial disease. The question of appointing a medical inspector of factories and mines cannot be considered in the present state of the provincial finances.
	Delhi.—See remarks against item 197.
ı) Women should be d to public health ırticularly in the more ılised provinces.	**Madras.**—See remarks against item 197.
itiative in welfare work women and children e taken by local Govern-	**Bombay.**—(*a*) Accepted. The attention of the Bombay Municipal Corporation and major Municipalities has been drawn to this recommendation and they have been requested to give effect to it as far as possible.
ery provincial Public Department should have l statistical officer.	(*c*) The existing Assistant Directors of Public Health and Medical Officers of Health have a sufficient knowledge of statistics to enable them to deal with problems relating to public health from a statistical point of view. The services of an officer of the type recommended are, therefore, not required at present.
ɔalth propaganda should ed on by Government l authorities.	(*f*) Government have for the present dropped the question of provincializing the cadre of Municipal Health Officers for financial reasons.
ıniciyal health officers ɔelong to a Government ough paid by municipal	**United Provinces.**—(*a*) The provincial branch of the Indian Red Cross Society have appointed a whole-time medical woman as Director for Maternity and Child Welfare who works under the Director of Public Health. (*b*) and (*d*). This is already done. (*c*) This will be considered when financial conditions improve. (*g*) On account of financial stringency, the district health service could not be extended to any district beyond the 28 in which it is in operation. (*f*) Implemented. Medical officers of health belong to a Government cadre.
similar health staff be at work in extra- ıl areas where industry leveloped (page 254).	**Punjab.**—(*a*), (*b*), (*d*) and (*g*). Implemented.
	Burma.—(*a*) Rejected owing to the present financial position and to the fact that Burma is not an industrial province. (*b*) and (*d*). Implemented. (*f*) Rejected. Formation of a Provincial Service of Municipal Health Officers was not advocated by the Committee on the Reorganisation of the Public Health Department, but the Burma Municipal (Public Health) Amendment Act of 1931 was passed defining the status and duties of Municipal Health Officers and Inspectors of Public Health. (*g*) Industrialisation is not growing so rapidly in Burma as to require immediate action on this recommendation.
	Central Provinces.—(*a*) There is already a lady doctor as Superintendent, Health School, Nagpur, who is also entrusted with the work of inspecting Infant Welfare Centres throughout the Province. (*b*) A special welfare committee of the Provincial Red Cross Society has been constituted to organise and expand maternity and child welfare work in the province. The local Government pays a substantial grant to this committee every year. (*c*) This must await an improvement in financial conditions.

Action taken by Local Governments on recommendations not disposed of.

Bombay.—(*b*) and (*d*). Under consideration.

Bengal.—See remarks against item 192.

Punjab.—(*c*) and (*f*). Under consideration.

Assam.—(*b*) Under consideration.

(*g*) Postponed for want of funds.

Bihar and Orissa.—(*a*) The recommendation will be borne in mind when financial conditions improve.

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Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER XIV.—Health and Welfare of the Industrial Worker—*contd.*	
	(*d*) Health propaganda work is being carried out in the towns and villages by the Health Publicity Officers and Assistant Medical Officers on epidemic duty. The Municipal Committees undertake similar work through the agency of their Sanitary Inspectors. (*f*) At present there are only three medical officers of Health entertained by the Municipal Committees of Nagpur, Jubbulpore and Amraoti. The number being small it will not be advantageous to bring them on to the Provincial cadre. Their appointment, remuneration and dismissal are subject to Government's previous approval and Government contributes half their pay. (*g*) There are no extra municipal areas in this province where industry is being developed. No such special staff is considered necessary for this province, which is one of the less industrialized ones.
	Assam.—(*a*) and (*c*). Not necessary at present in Assam. (*d*) Accepted. (*f*) Accepted. Most of the municipal health officers in Assam are Government servants belonging to a special cadre. Some municipal boards have their own health officers who possess the qualifications prescribed by Government.
	Bihar and Orissa.—(*b*) The initiative has been taken by (*i*) the appointment of maternity supervisors, (*ii*) the allotment of grants to the Bihar and Orissa Maternity and Child Welfare Society, (*iii*) the giving of advice and assistance to local bodies. (*c*) Accepted. It is proposed to get an officer of the Public Health Department specially trained in vital statistics and epidemiology. (*d*) Implemented as far as practicable. This is recognised by the local Government and is being carried out by them and by those local authorities which can afford a public health staff. (*f*) Partially implemented. The more important municipalities are being encouraged to employ health officers belonging to the Government cadre, and some of them have already done so. The smaller municipalities cannot afford to adopt this course. (*g*) Implemented as far as practicable. Those district boards whose income permits them to employ a qualified health officer and special health staff are already doing so and the local Government are rendering such assistance as the provincial finances permit by giving percentage grants to certain boards and by lending Government officers as health officers to certain other boards. Industrial development in extra municipal areas in this province is confined to the Jharia coal fields where there is already a Mines Board and to the Hazaribagh coal fields where the creation of a Mines Board is under contemplation and where all the big collieries are already state owned. The only action therefore which the local Government consider practicable is to instruct the Director of Public Health to hold himself responsible for examining generally the adequacy of Public Health arrangements in industrial areas and to insist on the inclusion in all inspection reports by his Assistant Directors of Public Health of a paragraph on this question and also to include a similar paragraph in his annual administration report. This has been done and the Director has been specifically instructed to keep Government informed of the adequacy of the Public Health arrangements in the Hazaribagh colliery areas and in Jamshedpur.
	Ajmer-Merwara.—(*a*) to (*f*). Rejected. As there are no Public Health Officers under this Administration, it is not possible to take any action in the matter. (*g*) There are no extra-municipal areas where industry is being developed in Ajmer-Merwara.
	Delhi.—(*a*) In the present state of industrial development the appointment of additional staff is not considered urgent. The recommendation will, however, be borne in mind when financial conditions improve. (*b*) This is done in Delhi, Government meeting practically half of the cost towards maternity and child welfare work.

Action taken by Local Governments on recommendations not disposed of.

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Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER XIV.—Health and Welfare of the Industrial Worker—*contd.*	
	(*c*) This will be considered when financial conditions improve. (*d*) Health propaganda is being carried out by Government and the local authorities as far as possible. (*f*) There are three medical officers of health in the province and Government bears the entire cost of two and half of the third appointment. (*g*) In extra municipal areas the sub-assistant surgeons in charge of rural dispensaries also act as public health officials for their respective jurisdictions and are paid an extra allowance. This branch of service requires further augmentation but on account of paucity of funds no action is possible at present. **Coorg.**—There is no separate Public Health Department in Coorg, but the duties in connection with it are under the control of the Civil Surgeon. No special Public Health Staff is nesessary on account of the smallness of the province. Welfare work and health propaganda are being carried out by the Red Cross Society assisted by personnel of the Medical Department.
203. (*a*) Every provincial health department should include a malariologist on its headquarters staff (page 256).	**Madras.**—Implemented. The Public Health Department included a Special Malaria Officer. This officer together with his staff was abolished as a retrenchment measure. But one of the reserve I class Health Officers who is trained in malariology has been appointed to carry on the duties of the previous Special Malaria Officer. **Bombay.**—See remarks against item 197. **Bengal.**—No action is necessary in Bengal as there is one Assistant Director of Public Health and an Assistant under him in the headquarters staff of the Public Health Department to deal specially with malaria in the province. **United Provinces and Burma.**—The appointment already exists. **Punjab.**—Rejected. The functions which would be performed by such an officer are at present carried out by the Assistant Directors of Public Health, in collaboration with the Epidemiologist to Government and his staff. In this province special training in malaria is given at Karnal, where a school is conducted by the officers of the Kasauli Research Institute. During the malaria season, special anti-malaria measures are adopted practically in every town and district. District and Municipal Medical Officers of Health will be directed to pay special attention to the labour employed in industries where and when necessary. **Bihar and Orissa.**—Implemented. Practically effect is already given to this recommendation as all Assistant Directors of Public Health in this province have received special training in malariology. **Central Provinces and Assam.**—Implemented. **Coorg.**—There is already a Sub-Assistant Surgeon specially trained in malaria work. **Delhi.**—Lack of funds does not permit action to be taken at present. The recommendation will, however, be borne in mind when financial conditions improve.

Action taken by Local Governments on recommendations not disposed of.



Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER XIV.—Health and Welfare of the Industrial Worker—*contd.*	
204. Surveys should be made by Government medical departments of the medical facilities required in urban and industrial areas. These surveys should be considered at joint conferences of the parties interested. Public Health Acts and percentage grants should enable Government to supervise, inspect and insist on minimum standards (page 259).	**Bombay.**—Rejected. Industry and labour is mostly concentrated in Bombay city and in the District Headquarters towns and certain taluka towns. As regards Bombay city it is not possible for Government Medical Officers to make the survey. In addition to the existing hospital accommodation in the city which is open to the general public including the labour class, Government have recently provided an additional accommodation to the extent of 486 beds in the J. J. Hospital extension scheme although some of the beds have had to be kept closed owing to the financial difficulty. The Bombay Municipality has hospitals and dispensaries which are also available for this class. There is a Government Civil Hospital at the headquarters of each District and most of the Civil Hospitals have maternity wards attached to them and possess an adequate nursing staff. In big taluka towns there are dispensaries with in-door accommodation maintained by Local Bodies with a grant-in-aid from Government. Under the existing rules Municipalities are required to allot 4 per cent. of their expenditure to medical relief. The demands on municipalities for the provision of water supply, drainage and general health problems are taxing their resources and they cannot be expected to spend more under this head. As regards percentage grants the system of giving lump sum grants without subsequent sup ervision does not obtain in this Presidency. According to Dispensary Rules when a local body undertakes to establish and maintain a charitable hospital or dispensary Government pay to the local body concerned as a grant-in-aid an amount not exceeding 50 per cent. of the cost of building and of maintenance. The adoption of the system of giving percentage grants presents certain difficulties. As Government have full authority to supervise and inspect grant-in-aid dispensaries under the existing system there is no necessity of giving percentage grants as recommended by the Commission so far as this presidency is concerned. The question of passing a comprehensive Public Health Act is under consideration. **United Provinces.**—The question of making surveys of medical facilities required will be taken up when funds permit. Percentage grants are given and powers of inspection and control reserved in such cases. **Punjab.**—Rejected. Adequate medical facilities exist in all towns and industrial centres. No special survey is required. **Burma.**—Accepted. **Central Provinces.**—(First part) Rejected. Such surveys will serve no useful purpose in the absence of funds for extension of medical facilities. (Second Part) Implemented. **Assam.**—Accepted so far as funds permit. **Ajmer-Merwara.**—Postponed indefinitely in view of acute financial stringency. **Delhi.**—The existing hospital accommodation in Delhi city, where industry and labour is mostly concentrated, is open to the general public including the labouring class. The question of making surveys of medical facilities required will, however, be taken up when funds permit.
206. A hospital of any size should have a woman doctor on its staff who should be in charge of all activities dealing with the health and welfare of women and children (page 261).	**Bombay.**—Many of the large civil hospitals maintained by Government have women doctors attached to them. The question of appointing women doctors in other Government hospitals and dispensaries where the need for such an appointment is felt will be considered when the financial position improves. As regards grant-in-aid hospitals and dispensaries the recommendation has been brought to the notice of the local bodies concerned.

Action taken by Local Governments on recommendations not disposed of.§

Bengal.—See remarks against item 192.

Bihar and Orissa.—Under consideration.



Bengal.—See remarks against item 192.

Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER XIV.—Health and Welfare of the Industrial Worker —*contd.*	**United Provinces.**—Rejected. In view of the prevalence of *purdah* in the Province, there are Dufferin hospitals for women, staffed by women in all the larger towns. **Punjab.**—Implemented as far as finances permit. **Burma.**—Implemented. All the most important hospitals especially in the industrial areas of Burma have a lady doctor. **Bihar and Orissa.**—Accepted. The need for a woman doctor on the staff of every large hospital is recognised both by the local Government and by local authorities, and women doctors are gradually being appointed. But lack of funds renders progress inevitably slow. **Central Provinces.**—Accepted. **Assam.**—The suggestion is not capable of general adoption in all hospitals owing to cost involved and dearth of suitable women doctors. But most of the town hospitals in Assam now have lady doctors of the Sub-Assistant Surgeon class who attend to both in-door and out-door female patients. Female in-door blocks are also in their charge. The construction of a hospital for women and children is proceeding at Shillong under the auspices of the Red Cross, with the assistance of private donations and a Government grant. On completion it will be under the control of a lady doctor, and will be maintained by the Dufferin Fund, which has promised to supply the doctor. **Coorg.**—Implemented. A Lady Sub-Assistant Surgeon in the Civil Hospital, Mercara, has been permanently appointed. **Ajmer-Merwara.**—Noted for future guidance. **Delhi.**—In addition to the facilities provided in the Civil Hospital in Delhi City there are three main special women's hospitals for the general public in the urban area where only women doctors are employed on the staff. 207. A Government diploma for health visitors should be instituted as the recognised qualification required of all women aspiring to such posts (page 262). **Madras.**—Accepted. Under the auspices of the Indian Red Cross Society, Madras, a training school for health visitors has been started and the Government have recognised the course of training in that school and the diploma issued there. **Bombay.**—Accepted. **United Provinces.**—Accepted. A course for health visitors (for women who wish to take up health visiting work only) is conducted by the United Provinces State Medical Faculty. **Punjab.**—Implemented. **Burma.**—The question of opening a training school for health visitors was not proceeded with owing to the financial situation. **Bihar and Orissa.**—Accepted. In this province owing to poverty and restrictions of " purdah " and caste there are not a sufficient number of candidates available to justify the institution of a health visitor course. The recommendation will be borne in mind. Health visitors are at present obtained from Delhi or trained there. **Central Provinces.**—Implemented. Such diplomas are granted by the Health School maintained by this Government. **Assam.**—Rejected. Premature for Assam. **Ajmer-Merwara.**—Rejected. The recommendation appears to be intended for larger industrial centres.

Action taken by Local Governments on recommendations not disposed of.



Bengal.—See remarks against item 192.

Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER XIV.—Health and Welfare of the Industrial Worker—*concld.*	
	Delhi.—The Lady Reading Health School established in Delhi City provides training for health visitors to girls of middle-class families from all over the country. The course extends to nine months and a half at the end of which an examination is held and diplomas are awarded to successful candidates.
	Coorg.—Rejected. There are no facilities in Coorg to give diplomas. The diplomas given in other provinces will be considered in appointing Health Visitors.
209. In the larger industrial areas Government, local authorities and industrial managements should co-operate in the development of child welfare centres and women's clinics. Government should give percentage grants for approved schemes (page 262).	**Madras.**—If and when funds permit, the Government are prepared to make one-third grants for approved anti-malarial schemes and half grants for the construction of buildings for maternity and child welfare centres. In the present state of provincial finances it is unlikely that any grant will be made for the works in the near future.
	Bombay.—Government are already assisting organisations carrying on work in connection with child welfare centres and women's clinics. They have promised to consider any schemes for the extension of the activities of such organisations which may be submitted to them in the light of the financial position.
	United Provinces.—Noted. In Cawnpore, where there is the largest aggregation of labour in the province, industrial managements contribute towards the maintenance of maternity and child welfare centres.
	Punjab.—Implemented.
	Central Provinces.—Implemented. Child welfare work in the province, in both urban and rural areas, is carried out through the agency of the Child Welfare Sub-Committee of the local Red Cross organization. This committee receives a substantial grant from Government and subsidies from local authorities for child welfare work. There are no important industrial areas in the province calling for special treatment.
	Assam.—There are no large industrial areas in Assam. A start has, however, been made in the establishment of child welfare centres in urban areas. Progress in plantation areas is possible with the co-operation of the Tea Industry. The recommendation has been brought to the notice of the Public Health Department and the Tea Industry.
	Ajmer-Merwara.—Rejected See remarks against item 207.
	Delhi—This is being done.
210. Trained midwives should be obtained for work in welfare and maternity centres (page 263).	**Madras.**—Implemented. Rules have been framed for the training of midwives and the necessity for the employment of qualified midwives has been impressed upon local bodies.
	Bombay.—The midwives now employed in the various centres in the Presidency have all passed an examination and have undergone the course prescribed by the Bombay Presidency Nursing Association. This qualification is quite sufficient.
	United Provinces, Punjab, Burma, Bihar and Orissa, Ajmer-Merwara and Delhi.—This is already done.
	Central Provinces.—Accepted. The recommendation has been brought to the notice of the Red Cross Welfare Committee for communication to the Managing Committees of the Child Welfare Centres.
	Assam.—Progress is gradually being made.
	Coorg.—There is no need to employ special midwives for the purpose as there are trained midwives in Municipalities and in Local Fund Dispensaries.

Action taken by Local Governments on recommendations not disposed of.

Bengal.—See remarks against item 192.

Burma.—The Director of Public Health and the Inspector General of Civil Hospitals, Burma, have been consulted.

Bihar and Orissa.—Under the directions of Government the Inspector General of Civil Hospitals visited Jamshedpur and made certain suggestions to the Welfare Officer of the Tata Iron and Steel Company, Limited. These suggestions are understood to be under the consideration of the Company, and Government have asked the Divisional Commissioner to discuss the matter further with the Welfare Officer.



Bengal.—See remarks against item 192.

Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER XV.—Housing of the Industrial Worker.	
219. Government should give continued consideration to the problems created in special areas such as Jamshedpur with a view to devising a system whereby the principles of local self-government may be applied (page 285).	**Bombay.**—Accepted. The problems such as those referred to have not arisen in the Bombay Presidency. Orders have been issued that if they do arise in future the recommendation should be borne in mind and given effect to. **Burma.**—This recommendation is understood to mean that—*Government should give continued consideration to the problem of applying the principles of local self-Government in areas in which water, sanitation, housing, roads, lighting and other services, which are usually provided by local authorities, have been provided by industrial employers.* No cases except those of Namtu and Yenangyaung need consideration ; for Namtu, action is inadvisable at present, and for Yenangyaung, earlier proposals have been temporarily put aside for lack of funds. **Bihar and Orissa.**—Accepted. This will continue to receive the local Government's consideration. But the interests of the residents are better looked after as things are, *i.e.*, when all municipal services are supplied free of charge by Tata's Indian Steel and the other Steel Companies than they would be under a municipal system.
220. (*a*) Provincial Governments should make a survey of urban and industrial areas to ascertain their needs in regard to housing. (*b*) They should then arrange for conferences with all interested parties in order that decisions may be taken as to practicable schemes and the methods whereby their cost could be shared. (*d*) Where suitable Government land is available, Government should be prepared to sell or lease it to those who agree to build houses within a specified period. (*e*) Government should announce their willingness to subsidise in this or other ways employers' housing schemes approved by them (page 287).	**Madras.**—(*a*) and (*b*). The proposed survey seems certainly desirable but it cannot possibly be undertaken now. (*d*) The Government have never stood in the way of providing house site for any housing scheme or placed any obstacles in the way of a town planning scheme. They will continue to do everything possible to further housing schemes. (*e*) The question can best be tackled when the financial situation has improved. **Bombay.**—Postponed for consideration when financial situation improves. **United Provinces and Delhi.**—(*a*), (*b*) and (*e*). Will be considered when the financial situation improves. (*d*) Accepted. **Punjab.**—(*a*), (*b*) and (*e*).—There is no acute housing problem in any urban or industrial area at present. (*d*) Accepted. In the case of a new factory now being set up at Lyallpur, Government has granted a lease of land on easy terms to enable the manufacturers to accommodate their workers satisfactorily. **Burma.**—(*a*) and (*b*). The Local Government decided to concentrate its attention on the provision of housing accommodation in Rangoon, as it is there the problem is most serious. The problem for Rangoon has been considered by a conference and found to be more complex than it appears in the Royal Commission's Report. The conference failed to reach agreement and Government has to wait now for the development of public opinion upon the different points of view taken by its members. (*d*) Accepted. The local Government agrees that available land may be sold or leased on favourable terms for the purpose, subject to the condition that the land in question shall be in a locality that has been allotted for the purpose by some competent town-planning authority. Otherwise the grant of favourable terms may lead to the use of land for unsuitable purposes and interfere with development. (*e*) Accepted. The same facilities will still be given if the person who wishes to build is an employer of labour. **Assam.**—Rejected. Conditions in Assam are not ripe for development on these lines. Congestion is not and will not for many years be a serious factor in Assam. So far as urban areas are concerned, municipal boards can exercise sufficient control by means of building regulations. The Government are always prepared to—and do in practice—lease Government lands freely on reasonable terms for construction of houses, but Government cannot afford to subsidise private housing schemes.

Action taken by Local Governments on recommendations not disposed of.

Bengal.—Under consideration.

Bengal.—Under consideration.

Bihar and Orissa.—Not yet considered.

Central Provinces.—It is not possible to carry out the recommendation for the present owing to financial stringency.

Ajmer-Merwara.—The report of the Municipal Committee, Ajmer, of the further action taken on the recommendation and the views of the Bombay, Baroda and Central India Railway Company invited on recommendation 220 (*a*) are still awaited.

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Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER XV.—Housing of the Industrial Worker—*contd.*	
221. Recommendations for Government action :— (*a*) Minimum standards in regard to floor and cubic space, ventilation and lighting should be laid down and should be incorporated by all local authorities in their bye-laws. (*b*) Water supplies, drainage systems and latrines for working class dwellings should also be governed by regulations drawn up by the Ministry. (*c*) Government should insist on the adoption within a specified period and with modifications necessitated by local conditions of model bye-laws prepared and issued by them. (*d*) Type-plans of working class houses with costs should be prepared by Public Health Departments. Such plans should provide for a small room for cooking and storing utensils, and a front verandah is also desirable. (*e*) Plans of approved types of latrines should be made available (page 288).	**Madras.**—Accepted. Several designs for houses have been prepared by the Sanitary Engineer and the cost of the designs varies from Rs. 240 to Rs. 380. The Director of Town Planning has also suggested different types of houses. Type designs for latrines have also been issued from time to time. **Bombay.**—(*d*) and (*e*). Accepted. Plans of approved types of latrines are being supplied at present by the Consulting Public Health Engineer to Government to local bodies on demand. The Public Works Department has also agreed to prepare type plans suitable for conditions obtaining in different places for working class homes and latrines, in consultation with the Director of Public Health. Government have directed that local bodies should be supplied on demand by the Public Works Department with the type plans of working class houses, with costs. **Bengal.**—Implemented. The Bengal Municipal Act, 1884, has since been repealed. Chapter IX of the new Bengal Municipal Act, 1932, and Schedule VI thereof provide for rules regulating the use of building sites and the execution of building work. **United Provinces.**—(*a*)—(*c*). Already complied with. (*d*) and (*e*). The consideration of this question has been postponed as no money is available at present. **Burma.**—Accepted. **Central Provinces.**—(*a*) Model building bye-laws prescribing the standards have already been framed and distributed to all the municipal committees in the province. So far 10 municipal committees and 3 notified area committees in the Province have adopted the bye-laws. (*e*) The Public Health Department has already issued standard plans for latrines. **Assam.**—A certain amount of control on these lines could be exercised in urban areas by municipal building regulations, but the Government do not see how the proposed type of building could be enforced on employers in general without a special Ordinance as in Ceylon.
225. An Improvement Trust should be established for Howrah (page 290).	**Bengal.**—The local Government do not consider it expedient to undertake measures for further taxation before the introduction of the new constitution ; the consideration of this recommendation has accordingly been dropped for the present.
228. [Every effort should be made to evolve cheaper types of houses.] Government might consider the possibility of offering prizes for plans and specifications of working class houses costing not more than a fixed amount (page 291).	**Madras.**—Construction of houses in municipalities is governed by the provisions of the Madras District Municipalities Act, 1920. To supplement these, rules have also been framed for the regulation and restriction of the use of sites for buildings and for the regulation and restriction of building. These rules have been revised. No model bye-laws seem necessary in this regard. **United Provinces.**—The question was considered but has been dropped for the present owing to want of money. **Punjab.**—Housing is already as economical as it can be. If better housing is to be supplied, it will cost the workers more and not less. There are no highly industrialised areas and workers commonly live in their own homes. **Burma.**—See remarks against item 220 (*a*) and (*b*). The problem in Rangoon is more complex than this recommendation suggests. **Bihar and Orissa.**—The first part has been included in the pamphlets circulated to mine-owners. **Assam.**—The recommendation has been brought to the notice of employers of labour.

Action taken by Local Governments on recommendations not disposed of.

Bombay.—(*a*), (*b*) and (*c*). The existing model building bye-laws are being examined in the light of these recommendations.

Punjab.—Under consideration so far as urban areas are concerned. As regards rural areas much is being done by the Commissioner for Rural Reconstruction to promote proper ventilation, the installation of suitable latrines and sanitation generally.

Bihar and Orissa.—(*a*)—(*e*). Under consideration.

Central Provinces.—(*b*) and (*c*). Under consideration.

Ajmer-Merwara.—It is considered desirable to follow the lead of other provinces in the matter.

Delhi.—(*a*)—(*c*) It has been decided to defer action as it is considered desirable to follow the lead of the Punjab in this direction.

(*d*) and (*e*). The proposed plans will be prepared and made available as provided in the recommendation.



Bengal.—Under consideration.

Bihar and Orissa.—Second part not yet considered.

Central Provinces.—Under consideration.

Ajmer-Merwara—See remarks against item 220.

Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER XV. Housing of the Industrial Worker—*concld.*	
	Delhi.—The matter of evolving cheaper types of houses has been under the consideration of the Delhi Municipality in the case of the model basti. The question of offering prizes was considered but has been dropped for the present owing to lack of funds.
229. Co-operative building societies and similar activities should be encouraged (pages 291-292).	**Madras.**—Accepted. The Co-operative Department will assist wherever possible.
	Bombay.—In view of the present financial conditions, it has been decided not to take any action.
	Bengal.—The principle of this recommendation has been accepted by the local Government and necessary assistance will be given by the Co-operative Department, if any scheme is initiated in any area by the employers or workmen.
	United Provinces.—Accepted. The Co-operative Department assist wherever required.
	Punjab.—Labour is as yet not sufficiently permanent or centralised to occasion any need for such societies.
	Burma.—Accepted.
	Central Provinces.—Implemented. An appeal has been issued by the Registrar, Co-operative Societies to owners of large factories for the establishment of such co-operative societies of employees.
	Assam.—Co-operation has not extended in Assam beyond credit organisation. There is little possibility of extending it beyond this.
	Ajmer-Merwara.—There is no necessity for any action for the present.
	Delhi.—Accepted. In view of the present financial conditions, the local staff of the Co-operative Societies Department is unable to undertake propaganda concerning the organization of building societies. The principle has, however, been accepted and necessary assistance will be given by the co-operative staff, if and when any scheme is initiated by the employers or workmen.
CHAPTER XVI.—Workmen's Compensation.	
244. The Administration of the Workmen's Compensation Act should be entrusted, as far as possible, to specially qualified commissioners (not necessarily a whole-time officer), and there should be at least one such officer in every major province. The appointment should not be linked with one in which transfers are frequent and [it should be possible to appoint more than one commissioner for the same area] (page 309).	**Madras.**—Implemented. The Government of Madras have appointed the Commissioner of Labour to be the Commissioner for Workmen's Compensation for the whole of the Madras Presidency.
	Bombay.—In the Bombay Presidency the Commissioner for Workmen's Compensation is a permanent officer. He is also a barrister. Action is being taken to give effect to this recommendation.
	Bengal.—The administration of the Act is entrusted to a full-time Commissioner.
	United Provinces.—Rejected. All district magistrates in the United Provinces are Commissioners under the Act and no further appointments are considered necessary at present.
	Punjab.—Rejected. In the Punjab labour is not generally centralised: it is scattered all over the Province. Accordingly it would in the existing conditions be impracticable to have an arrangement by which one officer could act as Workmen's Compensation Commissioner for the whole province. That would be more expensive, uneconomical and inconvenient to all concerned. Accordingly it appears to be suitable to continue the existing arrangements with suitable instructions to the Commissioners to give priority to cases under the Workmen's Compensation Act.

Action taken by Local Governments on recommendations not disposed of.

Bihar and Orissa.—Not yet taken up for consideration.



Bihar and Orissa.—Not yet taken up for consideration.

Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER XVI.—Workmen's Compensation—*concld.*	**Burma.**—Appointments of Workmen's Compensation Commissioners in Burma satisfy the recommendation. There are two Commissioners with equal status for the Rangoon, Insein and Hanthawaddy Districts taken together. **Central Provinces**—Rejected. All the District Judges in the Central Provinces and three Additional District Judges in Berar have been appointed Commissioners in the area of their original jurisdiction in addition to their normal duties. The local Government feels no doubt that a specialist officer would on the whole do the work better than the present part-time Commissioners but there is not enough work for him at present. Moreover, there is no large concentration of industries in any particular area in this province and it would be difficult for such an officer effectively to cover an area containing many industrial concerns. The local Government does not propose to make any change in the existing arrangements. **Assam.**—Rejected. The present arrangements, whereby all Deputy Commissioners in Assam are Commissioners for Workmen's Compensation under the Act, are suitable for the amount and character of the work involved. **Coorg.**—Rejected. The Workmen's Compensation Act is in force here but in view of the small area of the Province it is not necessary to appoint a specially qualified Commissioner. **Ajmer-Merwara.**—See remarks against item 229. **Delhi.**—The District and Session Judge acts as the Commissioner under the Workmen's Compensation Act. No further action is necessary.
245. Pamphlets summarising the provisions of Workmen's Compensation Act should be made available to workmen and, if the Act is substantially amended, steps should be taken to diffuse information of the amended law (page 310).	**Madras.**—Implemented. A short summary of the Act has already been prepared in English and in the vernaculars of this Presidency and distributed to factory owners for exhibition in conspicuous places. The summary will be revised after the amending Act comes into force and copies of it distributed to the factory owners as well as to the various Labour Unions. **Bengal.**—Rejected. The provisions of the Workmen's Compensation Act are now fairly well-known and no action on this recommendation is necessary in this province. **Burma.**—The suggested pamphlets were not published as it was believed that they would be useless. Various suitable notices of the effect of the Amending Act of 1933 have been published in both English and vernacular newspapers. **Central Provinces.**—Rejected. As most of the operatives in the province are illiterate, Government sees no advantage in issuing a pamphlet as recommended by the Commission. Factory Inspectors bring the provisions of the Act to the notice of the workers during their inspections. **Coorg.**—See remarks against item 244.
CHAPTER XVII.—Trade Unions.	
259. Government should take the lead, in the case of their industrial employees, in making recognition of unions easy and in encouraging them to secure registration (page 326).	**Bengal.**—Accepted. **United Provinces.**—Accepted. This is being done as far as is considered advisable. **Punjab.**—There is only one union of industrial employees of the Punjab Government. The existing rules are considered to be satisfactory. **Central Provinces.**—Implemented. The local Government has framed rules for the recognition of associations of industrial employees. **Ajmer-Merwara and Delhi.**—See remarks against this item in Part II.

Action taken by Local Governments on recommendations not disposed of.

Bombay, United Provinces, Punjab, Assam and Delhi.—Agreed to. Action is being taken to give effect to this recommendation.

Bihar and Orissa.—Under consideration.

Ajmer-Merwara.—Postponed until the Punjab or other major provinces issue such pamphlets.

Madras and Bombay.—Under consideration.

Burma.—The Local Government is considering a proposal to make for Burma the same rules as the Government of India adopted for themselves in April 1934.

Bihar and Orissa.—Not yet taken up for consideration.

Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER XVIII.—Industrial Disputes.	
270. In the remaining period for which the present Act will be in operation, Governments should lose no opportunity of utilising their power to appoint Boards or Courts when they believe that this action will serve some useful purpose (page 345).	Accepted or noted by all.
274. Every provincial Government should have an officer or officers whose duty it would be to undertake the work of conciliation and to bring the parties privately to agreement (page 348).	**Madras.**—There is already a Commissioner of Labour who performs the duty in question. **Bombay.**—See the Bombay Trade Disputes Conciliation Act, 1934. **Bengal, United Provinces, Central Provinces, Assam and Ajmer-Merwara.**—Rejected. Local Governments do not consider it necessary to appoint a special officer for the purpose at present. **Punjab.**—This is already being done in the Punjab. The Director of Industries who is responsible for the administration of the Trade Disputes Act in the Punjab makes all possible attempts to bring about conciliation among the parties to the dispute, and in fact all disputes in the past have been settled by private negotiations. **Burma.**—This duty has already been entrusted to the Director of Statistics and Labour Commissioner, Burma. No further action in necessary on the recommendation. **Bihar and Orissa.**—Accepted. **Delhi.**—The Industrial Surveyor, Delhi, already acts as a conciliation officer in settling labour disputes and in fact all such disputes in the past have been settled by private negotiations through his office. He will continue to undertake the work of conciliation and no further action is necessary.
CHAPTER XIX.—The Plantations.	
275. No further legislation making a breach of contract of service a criminal offence should be countenanced (page 356).	Accepted or noted by all.
CHAPTER XX.—Recruitment for Assam.	
290. Officials as well as planters should take steps to acquaint the workers with the change in the law in regard to penal contracts (pages 377-78).	**Bengal.**—Implemented. Necessary instructions have been issued to the officials concerned. **Assam.**—Accepted. Workers in Assam are fairly well acquainted nowadays with their legal rights. Publicity on the lines recommended by the Royal Commission should in any case be carried out with circumspection, as explanations are apt to be misunderstood by ignorant coolies. Full explanation of conditions of service prior to recruitment as required by rules under Section 21 (1) (*f*) of the Tea Districts Emigrant Labour Act is probably the best form of publicity—brought to the notice of the Tea Industry and the Factory Inspector, Assam.
291. Steps should be taken to secure public contact with worker's dwellings on all plantations (page 378).	**Bengal.**—Rejected. Considering that the tea garden labourers in the districts of Jalpaiguri and Darjeeling are in no way confined to their gardens but move about freely on visits to other gardens and to markets, the loca Government do not consider it desirable to take any action for the present on this recommendation. **Assam.**—Rejected. Labourers are allowed not only to leave the garden without let or hindrance, to attend public *hats*, the law courts, etc., but also to leave the garden altogether if they so choose. There can be no justification nowadays for the initiation of legislation to enforce indiscriminate public rights-of-way over private estates.

Action taken by Local Governments on recommendations not disposed of.



Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER XXI.—Wages.	
294. Wage-fixing machinery in the Assam plantations :—	
(*a*) The establishment of statutory wage-fixing machinery in the Assam plantations, if practicable, is desirable, and there are reasons for believing that, if proper methods are adopted, a practicable scheme can be devised (page 394).	
(*b*) Before legislation is undertaken, an enquiry should be instituted as to the most suitable form of machinery, the actual rates paid and the variations in these rates between district and district and between garden and garden. The tea industry should be invited to co-operate in this enquiry (page 394).	
(*c*) The Government of Assam should either secure the services of some one with experience of the working of wage-fixing machinery or arrange for a selected officer in Assam to acquire the requisite experience (page 394).	
(*d*) Thereafter, Government should notify its intention to call for wage returns covering a period of at least twelve months and including all classes of work undertaken in the different seasons (page 394).	
(*e*) The form of the wage returns should be the same throughout the province. These returns should show the number of male, female and child workers employed each month, whether permanently or temporarily, the wages earned by each such group and as near an approximation as possible to the hours actually worked for those wages (page 394).	
(*f*) Government should invite the tea industry to submit proposals for its consideration regarding the most suitable type of	

Action taken by Local Governments on recommendations not disposed of.

Assam.—Consideration deferred for the present. As a first step, Government are examining the form of wage return to be prescribed under section 37 (2) of the Tea Districts Emigrant Labour Act.



Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER XXI.—Wages.—*contd.*	
machinery to be provided by statute. The cardinal points are :—	
(*i*) Employers and workers should be given equal representation in the constitution of such machinery. In the absence of any organisation among the workers, it will be necessary for Government to appoint disinterested persons, who are neither officials nor employers, to represent the interests of the garden workers on the Board (pages 395-96).	
(*ii*) Minority interests among employers should find representation, but the number of members should be kept as small as possible (page 396).	
(*iii*) An independent element is necessary, but it should suffice to have an independent Chairman, preferably an official nominated by Government (page 396).	
(*iv*) The Board or Boards should include at least one woman (page 396).	
(*g*) Only a small staff should be required for enforcement. If possible the duties of factory and wage inspection should be combined (pages 397-98).	
CHAPTER XXII.—Health and Welfare in Plantations.	
304. Bathing and washing places of simple type should be constructed in the vicinity of the house lines ; Public Health Departments should prepare type plans (page 409).	**Madras.**—Implemented. Orders approving a type-design have been issued in consultation with the Board of Public Health. **Punjab.**—No plantations properly so called exist in the Punjab. In the Kangra tea gardens, the labourers are mostly agriculturists living in their own homes in the neighbouring villages. **Burma.**—Accepted. **Assam.**—No action at present as the Public Health Department has no technical staff on the P. W. D. side to enable them to evolve suitable type plans.
306. Adequate latrine accommodations should be required in factories on plantations, and the exemption from the provisions of section 13 of the Factories Act in Bengal and Assam should be withdrawn (page 410).	**Punjab.**—See remarks against item 304. **Burma.**—Factories on plantations in Burma are confined to six rubber factories and one sugar factory. The Chief Inspector of Factories has undertaken to bring the " bored-hole " latrine which is the type recommended by the Public Health Department, to the notice of the occupiers of the Factories where its use is likely to be advantageous. No further action seems possible during the present economic depression. **Assam.**—Accepted.

Action taken by Local Governments on recommendations not disposed of.



Bengal.—See remarks against item 192.

Bengal.—Action will be taken on this recommendation after the Factories Act, 1934 comes into force.

Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER XXII.—Health and Welfare in Plantations—*contd.*	
315. Representatives of the local Governments concerned and of the planters should meet in conference to consider what contribution each can make towards the education of children on the plantations (page 416).	**Madras.**—Action has been deferred until normal financial conditions are restored. **Bengal.**—Provision exists for the education of children in the tea gardens in Jalpaiguri. The Tea Planters' Associations are generally agreeable to accept the recommendation of the Commission ; but in the existing position of the tea industry it is not possible for them to entertain any proposal involving further expenditure on education. Nothing can, therefore, be done at present beyond expressing a hope that it may be possible to take some action in the matter when economic conditions improve. **Punjab.**—See remarks against item 304. **Burma.**—Postponed for consideration with the Compulsory Education Bill which has been dropped for the present on financial grounds. **Assam.**—Accepted.
316. (*a*) The Director of Public Health, his assistants and the district health officers should be *ex-officio* inspectors of plantations (page 417).	**Punjab.**—See remarks against item 304. **Burma** (*a*).—No action is necessary. **Assam.**—See remarks against this item in Part III.
(*b*) As soon as a complete health service comes into being in Assam and Bengal, the inspecting powers of Civil Surgeons should be transferred to the officers of the Health Department (page 417).	**Coorg.**—Rejected as no such powers have been conferred on Civil Surgeons in the Madras Presidency.
CHAPTER XXIII.—Burma and India.	
320. The general recommendations in other parts of the report are intended for Burma as well as India and are designed to meet the needs of Burmese labour in Burma as of Indian labour in India (page 425).	**Burma.**—Noted.
322. Government should approach employers with a view to securing direct payment of wages without legislation ; if this fails, the question of legislation for direct payment in certain sections of industry should be taken up (page 429).	**Burma.**—An experiment made with one big establishment was not successful. The attention of employers has, however, been drawn to the recommendation by a press communiqué without committing the Local Government to any view on the question.
324. A ploicy of decasualisation for dock labour in Rangoon is urgently needed (page 433).	
326. (*a*) In dealing with the housing problem in Rangoon, a first step should be the provision of rest-house accommodation, for the supervision of which the Protector of Immigrants might be given some responsibility (page 437). (*b*) The desirability of providing married quarters should not be overlooked (page 437). (*c*) Attention should be given to the proper utilisation of underdeveloped areas (page 437).	**Burma.**—See remarks against item 220 (*a*) and (*b*).

Action taken by Local Governments on recommendations not disposed of.

Bengal.—See remarks against item 192.



Burma.—Under consideration.

Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER XXIII.—Burma and India—*contd.*	
327. In regard to general health measures, previous investigations indicate what is required, and Government should now take the necessary steps (page 439).	**Burma.**—Accepted.
328. In regard to housing, there should be a frank recognition of joint responsibility; the line of action, with the share to be taken by the parties concerned, should now be determined at a conference to be convened by Government and including representatives of Government, the municipality, employers, the Development Trust, the port authorities and some who can voice the needs of labour (page 439).	**Burma.**—See remarks against item 220 (*a*) and (*b*).
331. For a sound immigration policy, further statistical information regarding immigrant labour is urgently required. Accurate figures should be obtained bearing on the extent of employment available at different seasons and the movements of immigrant labour in search of work (page 441).	
332. Whatever steps are taken to regulate immigration, satisfactory conditions of life and work should be maintained for the immigrant populations (page 441).	
333. Government, employers and all concerned should accept a much greater measure of responsibility for the immigrant [from India into Burma] (page 442).	**Burma.**—Noted for guidance. The attention of employers has been drawn to it by a press communiqué without committing the Local Government to any view on the question.
CHAPTER XXIV.—Statistics and Administration.	
335. An examination should be made of the causes of delay in the publication of the labour statistics with a view to devising a method which will ensure more prompt publication (page 444).	Accepted generally. To give effect to this recommendation the Government of India have ordered that in future a copy of the annual report on the working of the law relating to Factories should be sent to them in advance so as to reach them before the 1st July of each year and that the annual statements without the letter press of the report, should be sent promptly and directly to the Director General of Commercial Intelligence and Statistics as soon as they are compiled and without waiting for the completion of the annual report.
337. The published returns relating to the Assam plantations should give particulars of the number of labourers employed who do not live on the gardens, and the vital statistics should include both births and deaths (page 444).	

Action taken by Local Governments on recommendations not disposed of.

Burma.—Some special statistics relating to immigrants in general and to immigrant labourers have been prepared in connection with the Census of 1931. Further enquiries are being made.

Burma.—See remarks against item 331.

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Assam.—Under consideration.

Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER XXIV.—Statistics and Administration—*contd.*	
341. Whenever possible, investigators engaged on family budget enquiries should receive a course of training with the Bombay Labour Office or some other office which has conducted a successful enquiry (pages 447-48).	**Bengal, United Provinces, Bihar and Orissa, Central Provinces, Assam and Delhi.**—Noted. **Punjab.**—Accepted. Such investigations are carried out by the Board of Economic Inquiry, Punjab, which can provide the necessary training. **Burma.**—The office of the Director of Statistics and Labour Commissioner, Burma, is one of those which has conducted a successful enquiry. **Coorg.**—Ordinary statistics can be collected in the usual way. **Ajmer-Merwara.**—Rejected. No action is considered necessary.
342. Enquiries into labour conditions by private investigators should be intensive rather than extensive (pages 448-49).	**Madras.**—Action has been taken to bring this recommendation to the notice of private agencies and social and religious workers, and to impress on them the desirability of making enquiries on the lines indicated by the Commission. **Bombay, Bengal, United Provinces, Punjab and Central Provinces.**—Noted. **Burma.**—Courses in Economics in the Rangoon University provide for some study and investigation of labour conditions as contemplated in th s recommendation. **Bihar and Orissa.**—Accepted. The recommendation has been brought to the notice of the non-official organisations who occasionally undertake enquiries into labour conditions. **Assam.**—Accepted. But deductions drawn from isolated enquiries are apt to be fallacious when taken as representative of general conditions. **Coorg.**—See remarks against item 341. **Ajmer-Merwara.**—No action is considered necessary. **Delhi.**—The recommendation has been brought to the notice of the non-official organisations interested in the matter.
345. A labour bureau on a scale not smaller than that represented by the Bombay Labour Office should be established in Bengal (page 450).	**Bengal.**—It has been decided that this must wait till the finances of the local Government improve.
346. (*a*) Thorough family budget enquiries should be undertaken in Delhi, Madras, Cawnpore, Jamshedpur and a centre in the Jharia coalfield (page 450). (*b*) As soon as circumstances permit, the possibility of extending the activities of the Labour Statistics Bureau in Burma to the main oilfields should be considered (page 450). (*c*) Assistance should be given by the Government of the Punjab to the Board of Economic Enquiry to enable it to institute and direct investigations in the industrial field (page 450). (*d*) The possibility of establishing a Board of Economic Enquiry in the Central Provinces similar to that in the Punjab should be investigated (page 450).	**Bengal.**—See remarks against item 345. **United Provinces.**—(*a*) Since the presentation to the Royal Commission on Labour of this Government's report on the inquiry into family budgets of certain factory workers in the province, it has not been found possible to take any further action of a substantial nature on this recommendation owing to the prevailing financial stringency. The matter will be further considered when the financial situation improves. **Burma.**—(*b*) Postponed indefinitely for financial reasons. **Delhi.**—(*a*) Proposals on the subject have been held in abeyance owing to the additional expenditure involved.

Action taken by Local Governments on recommendations not disposed of.

Madras.—Under consideration.



Madras.—Under consideration.

Punjab.—(*c*) Under consideration.

Bihar and Orissa.—(*a*) An experimental enquiry into the family budgets of the employees of the Government Press at Patna has been made and on receipt of the report of the investigator the question of conducting an enquiry at Jamshedpur will be considered.

Central Provinces.—(*d*) Under consideration.

Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER XXIV.—Statistics and Administration—*concld.*	
347. (*a*) A Labour Commissioner responsible for the administration of all labour subjects should be appointed in every province except Assam (page 453).	**Madras.**—See remarks against items 244 and 274.
	Bombay.—Accepted.
	Bengal.—(*a*) Implemented. The designation of the post of Labour Intelligence Officer, Bengal, has been changed to that of Labour Commissioner, Bengal.
(*b*) He should be a selected officer and should hold the appointment for a comparatively long period (page 453).	(*b*) Implemented. The Labour Commissioner, Bengal, is a selected officer who was first appointed in 1932 and is likely to continue in this post for a number of years.
(*c*) He should be responsible for the publication of labour statistics, should have the right to enter all industrial establishments, should be generally accessible both to employers and labour and should act as conciliation officer (page 454).	(*d*) Implemented. The headquarters of the Labour Commissioner, Bengal, are situated at the chief industrial centre of the province.
(*d*) The headquarters of the Labour Commissioner should be in the chief industrial centre of the province (page 454).	**United Provinces.**—The Director of Industries, United Provinces, has been appointed *ex-officio* Labour Commissioner for the general administration of labour in these provinces. He is usually an I. C. S. officer and there appears to be no objection to the combination of functions in this case. His headquarters are already at Cawnpore and he has been appointed an *ex-officio* additional inspector of factories, with power to enter factories and institute prosecutions.
(*e*) In provinces where part-time appointments have to be made, a combination of the functions of the Director of Industries and of the Labour Commissioner should be avoided (page 454).	**Punjab.**—Rejected. Labour conditions in the Punjab are not such as to justify the appointment of a Labour Commissioner.
	Burma.—(*a*)—(*d*). There is a temporary appointment of Director of Statistics and Labour Commissioner, Burma, held by an Officer of the Indian Civil Service. His headquarters are at Rangoon which is the most important industrial area. It is not proposed to notify the Labour Commissioner under section 4 (4) of the Factories Act unless and until it is found by experience that he is not granted access to factories by the owners or managers voluntarily.
	(*e*) Accepted.
	Central Provinces.—Rejected. The Director of Industries at present performs many of the functions of a Labour Commissioner. It is not considered that a separate Labour Commissioner or any other change is necessary at present.
CHAPTER XXV.—Labour and the Constitution.	
352. Where there is a substantial industrial population, it should receive, by means of a franchise or in some other way, the power to exercise an adequate influence over the policy of local self-governing bodies (page 464).	**Bombay.**—The constitution of the Bombay Municipal Corporation provides for 4 labour representatives elected by an electoral college of delegates appointed by the various Trade Unions in the City. This representation appears to be adequate, especially as capitalist interests represented by the Bombay Chamber of Commerce, the Indian Merchants' Chamber and the Bombay Millowners' Association are provided with only 3 seats in the Corporation. In addition to the above representation under the present ten rupee franchised a large portion of the industrial population of a city is already enfranchised, and is in a position to, and does, return members who may be described as labour representatives. The reduction of the franchise for the Legislative Councils foreshadowed in the Franchise Committee's Report is bound to result in corresponding reduction of the Municipal franchise ; and would give to labour in the City a very adequate influence over the policy of the Municipality. For Karachi the new Act provides for one special seat for Labour by nomination and another by election by registered trade unions ; the latter seat is restricted to ordinary members of trade unions. The franchise is also only Rs. 5 which will enfranchise a large body of persons, including industrial workers. The only other industrial area is Ahmedabad. As regards this and other municipal areas action will be taken after the Reforms when the Municipal Acts will have to be amended.

Action taken by Local Governments on recommendations not disposed of.

Bengal.—(c) See remarks against item 345.

United Provinces—(e) Postponed for consideration.

Bihar and Orissa.—Not yet considered.



Bengal, Punjab and Ajmer-Merwara.—Under consideration.

Recommendations.	Action taken by Local Governments on recommendations disposed of.
CHAPTER XXV.—Labour and the Constitution—*concld.*	
	United Provinces.—Recognised Chambers of Commerce and Trade Unions have already been given special representation in the Allahabad, Cawnpore and Hapur Municipalities ; it is, therefore, considered unnecessary to take any further action in this direction.
	Burma.—Postponed for consideration with the recasting of municipal laws which may be undertaken by the next reformed Government.
	Bihar and Orissa.—Rejected. No special representation of industrial labour on municipalities in this province would be justified. Jamshedpur is a separate problem, and has been dealt with separately. Elsewhere labour populations in towns are negligible.
	Central Provinces.—The municipal franchise has been lowered to such an extent in this province that it is now possible for almost every tax-payer to vote or to be elected as a member of the Municipal Committee. No separate concessions for industrial classes appear to be necessary. Government's power of nomination could also be used wherever any important industrial labour element remains unrepresented.
	Assam.—Under the White Paper proposals, labour will have 4 seats. The Government is prepared to recast the Assam Local Self-Government Act and the rules thereunder after the new Constitution Act is passed so as to confer on the industrial population the power to exercise an adequate influence over the policy of self-governing bodies such as local boards.
	Delhi.—Accepted in principle. The capitalist interests are adequately represented on the Delhi Municipality. The question of giving a special representation to labour was discussed by the Municipality but on account of the difficulties of communal adjustments in the composition of the Committee the proposal was dropped. It is possible that some way may be found to give a seat to labour in the new constitution of the Committee which is being revised.
	Coorg.—As there are very few industrial centres in Coorg and as the major portion of the labour on the plantations immigrates from outside Coorg it is not necessary to take any action on this recommendation.
356. Where there is the danger of establishments being transferred to Indian States in order to escape regulation, an effort should be made to obtain the co-operation of the adjoining States (page 474).	Noted for guidance.

Action taken by Local Governments on recommendations not disposed of.




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ANNEXURE A.

Report of action taken by local Governments concerned on recommendation No. 180 in Part IV of this Report.

Madras.—So far as the first four items are concerned, the policy indicated is already followed in the Madras Presidency and the existing rules and regulations concerning those matters are adequate. The industrial centres in the Presidency are mostly in important towns and the number of liquor shops in such towns is limited. The orders in force in regard to the location of shops preclude the selection of sites very near factories. Moreover the number and location of shops in major municipalities having a population of over 45,000 are determined by Excise Licensing Boards, and in almost all other municipalities by Excise Advisory Committees. These bodies are constituted with a non-official majority and both 'Labour' and temperance organisations are represented on them. The interests of labourers are considered by them in deciding the number and location of shops. The Madras Government consider that no further steps in the direction of limiting the number and location of liquor shops are necessary. The Collectors, however, have been instructed to consider every year in their proposals for opening and closing of shops, the advisability of making a further reduction in the number of shops in industrial centres. In making their proposals the Collectors have been asked to consider the action to be taken in the light of the recommendations of the Royal Commission. As regards the hours of opening, the Royal Commission have recommended that the hours should in no case include any part of the forenoon. This is impracticable so far as toddy shops are concerned because these shops have to be kept open to receive the toddy drawn in the morning. If this toddy is not to be received at the shops for sale, it will be retained for disposal in the topes in which the trees are tapped and this will lead to illicit practices. The object of the suggestion of the Royal Commission is apparently to preclude the labourer from getting a drink before he starts to work. Under the general conditions applicable to all *abkari* and opium licences in force in this Presidency the opening hours of shops in the city and in some of the important towns are fixed fairly late in the morning and this serves the purpose of the recommendation of the Royal Commission. The labourer starts considerably earlier for his work than the opening hours specified in the conditions and it makes no difference so far as the industrial worker is concerned whether the shops open at 9-30 A M. or 12 noon inasmuch as he cannot get a drink before he goes to work. The closure of shops up to midday would be impracticable and to some extent it would provide an inducement to licencees to make unlicensed sales to persons requiring liquor before midday. The Madras Government consider therefore that the existing provisions in the matter of restricting the hours of sale are sufficient.

As regards the possibility of introducing a system of sale of liquor in sealed bottles, this Government considered the question in detail in 1928 and again in 1929 and reached the conclusion that the measure would be expensive, difficult to control and of doubtful value as promoting temperance, and would open the door to malpractice and create a temptation in the drinker to drink in excess since it cuts out the possibility of buying a dram or less of liquor. In 1933, however, they decided to try the system in Mangalore town where there was a demand for the supply of liquor in sealed bottles. The system has been under trial in that place since 1st April 1933. The question of extending the system to other places will be considered after the result of the experiment which is being tried in Mangalore is known.

Bombay.—The ultimate object of the excise policy of the local Government as declared in 1925 is total prohibition on condition that the gap thereby created in provincial revenues is filled by revenue from other sources. The recommendations of the Royal Commission can not be viewed apart from the implications of this policy. Recommendations (*a*), (*b*) and (*c*) have always been planks in the prohibition policy of Government and they have in fact been carried out to a degree which is really beyond what Government can now afford. This being so, Government consider that, without the previous sanction of the Legislative Council to fresh taxation, it is out of the question to take further steps to extend their policy of prohibition at the present time.

(*d*) The opening hour is at present 10-30 A.M. and Government doubt whether postponement of the opening hour till after 12 noon is necessary. In any event Government regret that they are unable to make the further sacrifice of revenue which the change would involve.

(*e*) The question has been investigated fully. It involves a drastic change in the present excise practice and carries with it the risk of fresh social dangers. The Government are not satisfied that the proposal which involves a conversion of all liquor "on" shops into "off" shops is desirable.

Bengal.—(*a*), (*b*), (*c*) and (*d*). A general policy of restricting the facilities for the sale of liquor has already been adopted in this Presidency. According to this policy, Licensing Boards have been established in the districts and these Boards have been vested with powers of control over the number and location of licensed shops. The powers of opening of liquor shops have been considerably restricted and at present include only one hour of the forenoon. Outside the stated hours, the sale of liquors is already prohibited under the excise regulations in force.

The retail selling prices of country spirit have been reduced by about 25 per cent. with effect from 1st July 1934 with the object of discouraging illicit distillation. In consequence, the consumption of licit liquor has increased but there are no reasons to believe that the total consumption of liquor (licit as well as illicit) has increased in industrial areas.

(*e*) When liquor is sold in quantities of 11 oz. or more, it is supplied in sealed bottles. Certain Calcutta shops are also required to sell liquor for 'off' consumption only in sealed bottles containing 6 ozs. It is not practicable to bottle liquor in various measures from 1 oz. to 11 oz. and further extension of the system of sale in sealed bottles is not feasible.

United Provinces.—(*a*), (*b*) and (*c*). The number of liquor shops in this province has been reduced by over 40 per cent. since 1921, and the amount of country liquor consumed has fallen by 61 per cent. Experience showed, however, that the restrictions had gone too far and the only result in many places was an increase in illicit distillation; further restrictions are not therefore practicable at present and steps are being taken to check the consumption of illicit liquor and replace it by licit liquor which does less harm.

(*d*) This is already so.

(*e*) The sealed-bottle system exists in over 30 towns.

Punjab.—The Punjab Government is fully alive to the desirability of restricting the consumption of liquor in large cities and in industrial areas, but restrictions on consumption in the Punjab cannot be obtained by reducing the number of licensed liquor shops. The number of licensed shops has in fact already been reduced to a minimum. Sugarcane is very widely cultivated and any person can without difficulty purchase illicit liquor at a cost of a few annas a bottle with comparatively little risk of detection. The quantity of illicit liquor consumed is probably as great as, if not greater than, the qunatity of licit liquor. In sugarcane growing districts, illicit distillation is practised on a commercial scale. Although this is more true of rural than other areas, numerous cases of illicit distillation have been detected in the large towns and large quantities of illicit liquor from rural areas are smuggled into such towns. The policy of the Punjab Government is to allow reasonable facilities for the purchase of licit liquor at a price which, though raised as high as possible in order to prevent unnecessary consumption will yet not be so high as to stimulate the traffic in illicit liquor. The Punjab Government is not prepared to depart from this policy, as such a departure would merely lead to a rapid increase in the consumption of cheap and delcterious illicit liquor and would involve a grave danger of the growth of that contempt for constituted authority which always accompanies the enactment of legislation and legislative restrictions which the administration has not the power properly to enforce. Hours of sale in existing licensed shops are limited, but to restrict sales to the afternoon will be liable to cause increased resort to the vendors of illicit liquor. The sealed-bottle system as regards country liquor is already in force everywhere in the Province except in certain hill tracts where it is necessary to meet competition from liquor shops across the border in State territory.

Burma.—(*a*) The general policy of restricting the facilities for the sale of liquor was laid down by the Government of India many years ago and summarised in paragraph 2 of their Finance Department Resolution No. 5001-Exc., dated the 7th September 1905. That policy has not been departed from by the Government of Burma.

(*b*) In Burma, the area for which a policy of restriction has been adopted is the whole of Burma, except as regards *tari* (toddy) in places outside a radius of 5 miles from a licensed *tari* shop in Upper Burma. There are no industrial areas outside the 5 mile limit.

(*c*) The local Government always follows a restrictive policy in the matter of liquor shops, in pursuance of the general policy referred to above. No new liquor shops are opened without consulting public opinion. In the Municipal and Town areas, the Municipal and Town Committees, which are constituted Excise Advisory Committees, are consulted before any new shop is opened. In rural areas also local public opinion is invariably consulted.

(*d*) and (*e*). There is very little drinking in the forenoon in licensed shops in Burma. The question of restricting the hours of sale and introducing the sealed-blottle system was closely examined by the Local Government. It was found that the sealed-bottle system would only be advantageous in Government owned and managed shops. The local Government then considered a proposal to introduce the sealed-bottle system in a Government-owned and managed shop in an industrial area and to restrict the hours of sale. But since Government ownership and management of liquor shops is objected to by the public, and drinking in the forenoon is not much resorted to in Burma, and restriction of the hours of sale would lead to illicit traffic, the proposal was dropped.

Bihar and Orissa.—The recommendations are mainly concerned with the coal-fields of the Dhanbad Sub-division of the Manbhum district. At the time when the report of the Royal Commission was published the excise policy of this Government was generally in accord with the Commission's recommendations. With the dual object of encouraging temperance and at the same time securing the maximum of revenue with the minimum consumption of drink, the local Government had for several years past been imposing progressive restrictions on the facilities for the sale of liquor not only in the Dhanbad coal-fields, but throughout the province —by increasing the price, by reducing the number of drink shops, by limiting the hours of sale, etc. But it was already becoming apparent in 1931 that this policy could not be carried beyond certain limits and that it was defeating its own objects. During the next year or two the problem of illicit distillation, which had already assumed serious dimensions in consequence of the imposition of these various restrictions, was immeasurably intensified by the advent of a period of acute economic depression. It was no longer possible for Government to shut their eyes to this problem or to cure it by any other means than a partial reversal of their former policy. Illicit distillation was being carried on extensively in most parts of the province, but in the Dhanbad coal-fields it was probably more prevalent than anywhere else. The researches of the Excise Department conclusively proved that the illicit distillers were pursuing their

activities on a colossal scale and in a highly organised fashion on and around the premises of the coal-mines and particularly in disused and abandoned pits. Even in the coolie lines themselves the same thing was going on. During the past two or three years the officers of the department have conducted a large number of raids throughout this area, and there is hardly a single mine in the coal-fields whose employees have not been prosecuted and convicted for this offence—not once, but many times over. These prosecutions, however, have been entirely unsuccessful in stemming the tide of illicit distillation, and it is the considered opinion of the Excise Commissioner that for every case which has been detected there must have been several hundred which went undetected.

2. In connection with this problem it is relevant to remember that the labour forces of the Dhanbad coal-fields, in so far as they are drawn from the resident population, consist almost entirely of aboriginals and Hindus of the lower castes. In so far as the consumption of liquor can be said to be a feature of the coal-fields area, the reason for this circumstance is not that the area is an industrial one but it is because the castes and races employed in the mines have from time immemorial been habituated to the moderate and temperate use of the weak spirit distilled from the *mahua* tree, which grows in abundance in this locality. This spirit is in itself more or less innocuous, unless consumed in very large quantities, and its effect has always been compared to that of English beer. The people of the locality men, women and children have all inherited a great proficiency in the art of distilling liquor from *mahua*. Unless they are given reasonable facilities for purchasing liquor at a price which they can afford, it is not possible to prevent them from resorting to illicit means of satisfying their agelong partiality for this drink.

3. It was the above considerations which led the local Government, after very careful consideration, to reintroduce the system of outstills in the coal-fields area as an experimental measure in October 1933. The results of this experiment are being closely watched, and so far they appear to furnish ample justification for the step taken. It is doubtless true that there has been an increase in the consumption of licit liquor in the coal-fields, but this is more than set off by the fact that illicit distillation has practically ceased, and Government believe that the *total* consumption of liquor is no greater now than it was formerly. They believe, too, that this change of policy has had no adverse effect on the health or the morality of the inhabitants of the coal-fields but on the contrary that it has led to a definite improvement in these respects. Not only has crime against the excise laws been practically eliminated, but there has been a fall in the statistics of other kinds of crime also. The policy of Government in this matter was made the subject of a lengthy debate in the Legislative Council in September 1934, when a resolution was moved by a non-official member recommending the appointment of a committee to consider whether the outstill system should be abolished. The whole position was explained to the Council and a full account was given both of the reasons which had led Government to modify their former policy and of the results which had hitherto been observed. The resolution was defeated by 53 votes to 18, and (excluding the official and nominated members who supported Government), the present policy was endorsed by a large majority of the uon-official elected members of the Council.

4. The local Government regard it as somewhat unfortunate that the Royal Commission on Labour did not make more clear their intention of examining this question of excise policy in the coal-fields. Apart from a casual reference to the effect on production of alcohol and drugs, there was nothing in the questionnaire issued by the Commission to suggest that they had any such intention. If this Government or its excise officers had been aware of the desire of the Commission to investigate this matter, they would have been able to place before it material which might have been of assistance to the members of the Commission in forming their conclusions. While at Dhanbad, the Commission did not examine either the Deputy Commissioner of the district or the Superintendent of Excise, who are directly responsible (subject to the control of the Excise Commissioner) to Government for the administration of excise matters and the treatment of temperance questions. It is true that the Additional Deputy Commissioner of the Dhanbad Sub-division was examined at some length by the Commission, but that officer has no official concern with excise matters, and his evidence on this subject cannot be regarded in any sense as having the authority of Government behind it.

Central Provinces.—(*a*) and (*b*). Since 1921-22 Government has adopted the policy of intensive restrictions on the sale of liquor not only for industrial areas but throughout the province. The measures taken to implement this policy include reduction in the number of shops for the sale of liquor, closing shops in urban areas on important festivals, and curtailing hours of sale and raising duty rates.

(*c*) The number of country spirit shops has been reduced from 3,457 in 1920-21 to 1,908 in 1932 and that of foreign liquor "off" licenses from 39 to 26. There is at present only one "on" foreign liquor license and that too confined to the sale of beer as against 32 licenses in 1920-21 for the sale of all kinds of foreign liquor.

(*d*) Shops in urban areas are closed on the occasions of important festivals Hours of sale have been curtailed and the opening hour throughout the province is 10 A.M. except in the backward parts of two districts where shops are allowed to be opened at 9 A.M.

(*e*) In 40 towns including industrial towns liquor is sold exclusively in sealed-bottles for consumption off the premises.

Spirit stronger than 45 U. P. is no longer issued. The standard strength is 60 U. P. It is not possible to push this policy further as the restrictions already imposed have given rise to a serious outbreak of illicit distillation and to the drinking of denatured spirit and other harmful preparations.

The present position in the mining areas of the province is as follows :—

The number of country liquor shops in mining areas has been reduced by 4 since 1930, three shops being closed in 1932 and one in 1933. The issue price rates of country spirit ranged from Rs. 2-13 to Rs. 18-2 per proof gallon in the years 1931 and 1932. These had to be reduced in the year 1933 and varied from Rs. 1-14 to Rs. 13-2. This reduction was necessary chiefly because the high price of Government liquor in a period of economic depression had stimulated illicit distillation all over the province and consumers preferred cheaper and stronger illict spirit. The cases of illicit distillation continued to rise, 110 being detected in 1931, 134 in 1932 and 145 in 1933. Consequent on the lowering of the issue price rates and transfer of some custom from illicit to licit liquor, consumption in mining areas, which was 11,465 in 1931 and 8,935 in 1932, rose to 17,213 proof gallons in 1933. Liquor was issued from bounded warehouses at the standard strength of 60° U. P. There was no change in the hours of sale which continued to be 10 A.M. to 8 P. M. in rural areas and 10 A. M. to 9 P. M. in urban areas. In the latter areas shops closed on the occasions of important fairs and festivals. During the period under review, owing to widespread illicit distillation no retail liquor shop was converted into a sealed-bottle shop.

Assam.—(*a*) and (*b*). A statement showing (*a*) the consumption of licit country liquor in Assam in the last five years and, (*b*) the number of shops is subjoined.

In this province the chief consumers of country spirit are tea garden labourers.

The marked fall in consumption since 1930-31 is due to the intense economic depression which has reduced the purchasing power of the consumer. The retail price of country liquor has not altered in the last ten years. During the period of depression rice has been abnormally cheap and the manufacture of *pachwai* or rice-beer has increased. In this province the brewing of *pachwai* in moderate quantities for home consumption is allowed without fee or licence. It is of comparatively low alcoholic strength. At the same time there has been a great increase in the distillation of illicit liquor which is cheaper and often more potent than excise liquor. Detection is particularly difficult. The effect on provincial revenues of the reduced consumption of excise country liquor has been very serious and Government may be compelled, for the sake of revenue and as a check on illicit distillation, to fall into line with some other provinces and reduce the retail price.

(*c*) The increase in the number of shops since 1929-30 is due partly to the necessity of supplying the needs of the growth in population and partly to the accepted policy of Government to sanction new shops in localities where there exists a demand which is being met from illicit sources. In some tea garden areas where liquor shops are at a considerable distance from tea gardens the experiment has been made in recent years of establishing canteens or lessee manager shops inside a garden. These shops are under the control of the garden management and Government have reason to believe that their institution has operated as a check on the drinking habits of the tea garden labourer.

(*d*) No liquor shops are open before midday and on market days and holidays the selling hours are further restricted.

(*e*) Since June 1933 the sealed-bottle system has been introduced in one of the distillery warehouses in Upper Assam, and certain shops are only allowed to sell liquor in this form. The number of such shops is being extended and so far the experiment has proved a success.

Number of C. S. shops (retail) in the Province.

Year.	Ordinary country spirit shops.		Canteen.	Lessee Manager.	Total.	Consumption figures in L. P. Gallons.
	Distillery.	Outstill.				
1929-30	184	11	1	..	196	2,69,422
1930-31	187	11	2	..	200	2,41,642
1931-32	195	7	13	..	215	1,73,610
1932-33	213	7	14	4	238	1,53,053
1933-34	218	7	15	13	253	1,35,501

Ajmer-Merwara.—Facilities for the sale of liquor are well restricted.

Delhi.—(*a*), (*b*), (*c*) and (*d*). The Delhi Administration has adopted the policy of intensive restrictions on the sale of liquor not only for industrial areas, but throughout the province. The number of shops is at present too small to permit of any curtailment, particularly in view of the recent captures of working stills in the heart of the city and the very cheap rates of country spirit obtaining in the adjoining districts of the Punjab. The number of shops per 100,000 of population during 1931-32 and 1932-33 stood at 1·5 only. The number of square miles per shop during 1932-33 was 0·8 in the case of urban and 257 in that of rural areas.

(*e*) Country liquor is sold in sealed bottles for " off " consumption only. The sale of liquor outside prescribed hours is prohibited and there is no country liquor shop throughout the province, where drink may be consumed on the premises.

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